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ABSTRACT

This module is the first in an inservice education series for extension professionals that consists of seven independent training modules. It focuses on the history, mission, values, and networks that make the Cooperative Extension System and the land-grant institutions unique. A relatively brief 9-hour orientation workshop for new extension professional staff members, the module also includes significant learning opportunities in the form of several assignments to be completed before the workshop takes place. The module consists of five major parts. The sourcebook includes a concise, readable synopsis of the content, objectives, a selected annotated bibliography (18 items), and list of 56 references. The leader's guide provides step-by-step instructions on how to conduct the workshop and suggestions for use of the other parts. Preliminary and follow-up activities are described, as well as those to take place during the workshop. The learner's preworkshop packet contains all materials intended for distribution to the learners before the workshop. The learner's packet includes materials to be used during the workshop. The last section lists instructional aids--slides, photo posters, audiotapes, videotapes--and provides masters for producing overhead transparencies. (YLB)

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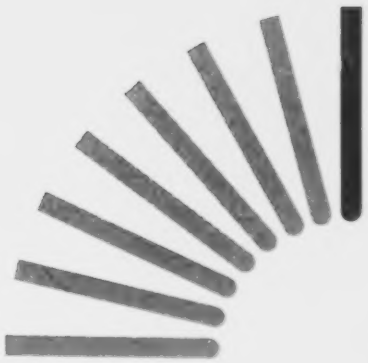

Working With Our Publics

In-Service Education for Cooperative Extension

Module 1
Understanding Cooperative Extension:
Our Origins, Our Opportunities

Developed by: David R. Sanderson, Leader, Program Evaluation and Staff Development
Cooperative Extension Service
University of Maine, Orono

Project Team: Ron Beard, Extension Agent
Louise Cyr, Extension Agent
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To order materials or to request information about this module or the entire series, *Working With Our Publics: In-Service Education for Cooperative Extension*, write to:

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North Carolina State University
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Foreword

Welcome to *Working With Our Publics: In-Service Education for Cooperative Extension.* Those who have been involved in developing this project look forward to your participation as a way of bringing it full circle—back to the state and county Extension educators whose requests for help in their changing professional roles initiated the materials you are working with today.

This in-service education series has been supported by the W. K. Kellogg Foundation, ECOP, the ECOP Subcommittee on Personnel and Program Development, ES-USDA, and all of the state and territorial Extension services and their directors. Each of these groups hopes you find the training a rewarding and enjoyable experience.

Working With Our Publics was made possible through its many supporters and participants, a few of whom are mentioned here. Initial support by Mary Nell Greenwood was crucial, as has been the continuing involvement of Administrator Myron Johnsrud. The ECOP Subcommittee on Personnel and Program Development has guided every step of the project. M. Randall Barnett, Terry L. Gibson, W. Robert Lovan, Ronald C. Powers, and Leodrey Williams deserve special mention, as does Connie McKenna, whose untold hours of work and miles of travel made sure it all fell into place.

The expertise, leadership, proficiency, and hours of work devoted to the project by the developers of the seven modules—David R. Sanderson, Richard T. Liles and R. David Mustian, Lee J. Cary and Jack D. Timmons, Laverne B. Forest, Betty L. Wells, Verne W. House and Ardis A. Young, and J. David Deshler, respectively—brought it all together.

It is obvious that *Working With Our Publics* would not have come into being without the financial support of the W. K. Kellogg Foundation. What may not be so immediately obvious is the continuing interest, support, and dialogue provided by the Foundation through its president, Norman A. Brown.

The many state and county Extension professionals who took part in this project as writers, researchers, reviewers, and field test participants in the individual modules are gratefully acknowledged.

As project leader, I would like to acknowledge here the support given to the entire series by North Carolina Agricultural Extension Service Director Chester D. Black. Grateful recognition is given to a long-time colleague and collaborator in many writing projects, Adele P. Covington, who was principal editor for the series. Valuable contributions to the development were made by Joan Wright (California), Lee Hoffman (Washington, D.C.), Brian Findsen (New Zealand), Heriberto Martinez (Puerto Rico), and in the later phases by Janice L. Hastings (New Hampshire), Jo Jones (Ohio), John M. Pettitt, John G. Richardson, and Frank J. Smith (North Carolina). David Jenkins and the staff of North Carolina State University's Department of Agricultural Communications deserve special thanks for outstanding performance in publishing the modules.

Working With Our Publics is designed to increase your knowledge and skills for work with your changing clientele in today's social environment. It also will help you, as a member of the Extension team, to work with the imperative issues facing the Cooperative Extension System, as well as to expand those skills as an Extension educator that are a necessary complement to your other technical and administrative roles.

If you are new to the practice of Extension, we hope that you will view these training materials as a greeting and a gesture of support from those who have gone before you. If you are an experienced Extension educator, we hope that you will enjoy this "literary conversation" with your peers. In either case,

we are confident that you will find the information and activities presented here to be timely, stimulating, and practical. After all, they were developed by Extension educators!

Edgar J. Boone, Project Director

Assistant Director, North Carolina Agricultural Extension Service, and Head, Department of Adult and Community College Education

North Carolina State University
Raleigh, North Carolina

Overview of the Series

The series *Working With Our Publics: In-Service Education for Cooperative Extension* consists of seven independent training modules. Based upon needs and objectives identified by Extension professionals, the modules are designed to stand on their own as independent instructional packages, or to be used as a comprehensive series. Very briefly, the modules and their authors are:

Module 1: Understanding Cooperative Extension. The history, mission, values, and networks that make the Cooperative Extension System and the land-grant institutions unique. Participants will examine their own expectations, values, and skills, in light of the System's needs, to ensure a good "fit" between the individual and the organization. (Nine contact hours of training developed by David R. Sanderson, University of Maine at Orono.)

Module 2: The Extension Education Process. An introduction to, and guided practice in, the premises, concepts, and processes of nonformal Extension education—planning, designing and implementing, and evaluating and accounting for Extension education programs. Both new and experienced staff members who complete this module will understand and be able to apply the programming process as it relates to Extension education. (Twenty-four contact hours of training developed by Richard T. Liles and R. David Mustian, North Carolina State University at Raleigh.)

Module 3: Developing Leadership. How to acquire and exercise leadership skills and how to identify, recruit, develop, and work with community leaders. Intended for all Extension professionals, the module is designed to improve participants' abilities to identify and involve lay leaders in Extension programs and, hence, to develop leadership capabilities among Extension's clientele. (Twelve contact hours of training developed by Lee J. Cary and Jack D. Timmons, University of Missouri at Columbia.)

Module 4: Situational Analysis. How to determine the need for the Extension educator's involvement in issues and to understand the economic, social, political, and environmental contexts in planning, designing, and implementing programs. This module is designed to provide both new and experienced Extension staff members with an appreciation of the role that analysis plays in programming and decisionmaking, as well as the skills to identify, collect, analyze, and use relevant data in the Extension education effort. (Twelve contact hours of training developed by Laverne B. Forest, University of Wisconsin–Madison.)

Module 5: Working With Groups and Organizations. Development of skills in working with and through groups and understanding the behavior of groups, organizations, and agencies. New and experienced staff members who complete their training will be better able to analyze the behavior of individuals, groups, organizations, and governmental agencies. They will gain the skills to build mutually beneficial working relationships, and to deal with networks of influence and key power actors in client communities. (Eighteen contact hours of training developed by Betty L. Wells, Iowa State University.)

Module 6: Education for Public Decisions. In-service education in analyzing public problems, anticipating the consequences of Extension's involvement in issues, and working effectively in areas of controversy. Personnel who play a part in deciding Extension's involvement will build the knowledge and skills needed to design, deliver, and evaluate educational programs on public issues. (Eighteen contact hours of training developed by Verne W. House, Montana State University, and Ardis A. Young, Washington State University.)

Module 7: Techniques for Futures Perspectives. Information and exercises on working with Extension's publics to

achieve a proactive stance toward the future through projecting future conditions, analyzing trends, and inventing futures. All participants, particularly those with a background of field experience, will benefit from enhanced capabilities to develop and provide educational programming that helps clients carry out systematic planning for the future. (Twelve contact hours of training developed by J. David Deshler, Cornell University.)

How to Use This Module

This module consists of five major parts, separated into sections in this notebook. Workshop leaders are urged to become thoroughly familiar with each of these parts well before they schedule training.

Sourcebook. The sourcebook includes a concise, readable synopsis of the module's content, the objectives of the module, a selected annotated bibliography, and a list of references. Separately bound copies of the Sourcebook are available for workshop learners. They may be used as preliminary readings or as follow-up materials after the learners have completed the workshop.

Leader's Guide. The Guide provides step-by-step instructions on how to conduct the workshop. Preliminary and follow-up activities are described, as well as those to take place during the workshop.

Learner's Preworkshop Packet. All materials other than the Sourcebook that are intended for distribution to the learners *before* the workshop are included here. Additional copies may be purchased from the publishers or reproduced locally. Suggestions for when these materials should be distributed are in the Leader's Guide.

Learner's Packet. Materials to be used by the learners during the workshop are included in this section. As with the preworkshop materials, additional copies may be purchased from the publishers or copied locally. Suggestions for the use of these materials are given in the Leader's Guide.

Instructional Aids. These materials include slides, photo posters, an audiotape, videotapes, and masters for producing overhead transparencies. Suggestions about when to use the various aids are included in the Leader's Guide.

Edgar J. Boone, Project Director

Acknowledgments

In developing any extensive project, one works with and comes to depend on many people as co-workers, advisors, reviewers, and friends. I have been especially fortunate to work with these associates as we developed Module 1 of *Working With Our Publics*.

The opportunity for teamwork is a special benefit of Extension program development, but teamwork that arises out of a shared vision and is sustained by a commitment to a long, complex project deserves to be celebrated. To my colleagues in the development of Module 1 and co-workers in the Cooperative Extension Service in Maine—Ron Beard, Louise Cyr, and Conrad Griffin—I want to express my appreciation for their creativity, dedication, and sheer competence in producing an educational program.

In the design and production of the videotape segments of Module 1, we were extraordinarily fortunate to have the intelligence and skill of Greg Bowler of the University of Maine. From scriptwriting to directing, shooting, and editing, Greg took primary responsibility for the videotape and demonstrated the grace to amend and edit as reviewers made suggestions.

Members of the advisory committee for Module 1 gave our early design and written material careful scrutiny and gave us valuable suggestions for improvement. Special thanks to Michael Brazzel, ES-USDA; Maynard Heckel and Peter Horne of the University of New Hampshire; Fred Harrison of Ft. Valley State College in Georgia; and Jim Killacky of the University of Maine.

The developers of the other modules deserve particular thanks for their support and encouragement of us over a two-year period: Richard T. Liles and R. David Mustian of North Carolina; Lee J. Cary of Missouri; Laverne Forest of Wisconsin; Betty Wells of Iowa; Verne W. House of Montana and Ardis A. Young of Washington; and J. David Deshler of New York. All members of the project task force, particularly Connie McKenna of ES-USDA, gave helpful suggestions and encouragement throughout the project.

As general editor of all the modules in the project, Lee Hoffman was especially helpful to us as our liaison to the task force and our most careful reader.

Many others generously contributed to the development of Module 1. I think for example of Devon Phillips, our former Extension editor, who devoted several weeks to building the historical research base for the module; Mary Bowie, our computer specialist, who offered to write the software programs for the assessment instruments; the University of Maine academic faculty members who volunteered two full weeks of their time to act in the video production, "Our Common History"; the twelve Extension staff members from the six New England states who submitted to a pilot test of the Module 1 workshop; Bonnie McGee and Jerry Howe of the New Hampshire Extension Service, who volunteered to lead the pilot workshop and made vital suggestions about improving the Leader's Guide; those who consented to be interviewed on videotape about the future of Cooperative Extension, including three Extension directors, Tal Duvall of Georgia, Harold McNeill of Maine (now retired), and Anne Rideout of Connecticut; many Extension communications specialists across the country who sent us their videotapes for our videotape segment, "Extension Today"; and Janet Abbott, my secretary, who copied and corrected successive versions of Module 1 over its two-year development. To all these and everyone else contributing to the module, many thanks.

Finally, special acknowledgment is due my colleagues on the administrative staff of the University of Maine Cooperative Extension Service, particularly our current Interim Director Louis Fourman. He supported the development of Module 1

in many ways, most notably by encouraging our team approach to its development and approving the contribution of our time to the dissemination of *Working With Our Publics*.

David R. Sanderson
Module 1 Developer

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Sourcebook

Developed by: David R. Sanderson, Leader, Program Evaluation and Staff Development
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Louise Cyr, Extension Agent
Conrad Griffin, Community Resource Development Specialist

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Introduction

Module 1: Understanding Cooperative Extension: Our Origins, Our Opportunities is an orientation workshop for new Extension professional staff members. A relatively brief nine-hour workshop, the module also includes significant learning opportunities in the form of several assignments to be completed before the workshop takes place. The materials for Module 1 include everything necessary to plan and conduct the entire learning experience.

This Sourcebook is a reference tool that is designed to provide background information about the Module's content and suggestions for further reading. As an introduction to the history and mission of the Cooperative Extension System, Module 1 depends heavily on historical source materials of all sorts—books, papers, speeches, and reports. Major sources are listed in the Selected Annotated Bibliography; other sources, particularly speeches and reports, are in the List of References and are summarized in the reading section of the Learner's Packet.

To provide the training leader with all of the workshop content in a single package, "Cooperative Extension: An Essay" is included with this Sourcebook as well as in the Learners' Preworkshop Packet.

Objectives of Module 1

At the conclusion of Module 1, participants will be able to:

1. Explain key aspects of the enabling legislation, mission, and objectives of Cooperative Extension in the context of the land-grant institution.

2. Identify key people and describe major aspects of the origins and development of Cooperative Extension.

3. Identify five or more guiding values of Extension work.

4. Identify their personal areas of strength for effective Extension work, and areas in which they need further development.

5. Identify future trends in American life that will continue to affect Cooperative Extension into the twenty-first century, and their implications for Extension work.

6. Articulate the need for Cooperative Extension to relate to emerging social and economic trends, and recreate itself to meet new situations.

7. Feel a deepened commitment to Extension's mission.

Overview of the Contents

We provide this brief overview of the contents of Module 1 for workshop leaders as they begin preparations for the workshop. Much of this overview is a synopsis of the preworkshop reading for the participants (which follows the overview) without the historical detail. It sets out the major themes and topics of the module and suggests our perspective on them.

The major topics of this overview are:

- The idea and purpose of the land-grant institution
- The mission and central principles of Cooperative Extension
- Extension's staff and future opportunities.

The Idea and Purpose of the Land-Grant Institution

Ever since their founding in the latter half of the nineteenth century, the land-grant institutions—more than 70 of them across the nation and in several U.S. territories and possessions—have constituted a uniquely American educational system. Before the creation of the land-grant system, America's colleges and universities existed primarily to educate wealthier citizens for the professions of medicine, the ministry, and the law. As the need for higher education became more widespread, educators and politicians together created the idea of a different kind of university, one devoted to educating any and all people, particularly those who would choose vocations in the nation's businesses, farms, and trades. The resulting land-grant institution was a revolutionary idea, as revolutionary in education as America's democracy was in politics.

Over a 50-year period of federal and state legislation, the land-grant idea developed to include three central functions: resident teaching, both undergraduate and graduate; research, both basic and applied to the specific needs of each state or region; and extension, or educational service to all the people of a state who are not enrolled as students. The Cooperative Extension System (CES) is the premier organization for fulfilling the extension function of each state's land-grant institution(s).

A remarkable cooperation among federal and state governments, university educators, and lay people marked the creation and growth of the land-grant system. In the Morrill Act of 1862, the U.S. Congress created the system by providing large grants of federal land for each state to sell, the funds to create an endowment whose interest would sustain the colleges. Very soon after 1862, it became apparent that those moneys would be insufficient and, in 1890, Congress provided for substantial amounts of federal funds to sustain more fully the colleges. The second Morrill Act also provided funds for second land-grant institutions in those 16 southern states where the existing land-grant colleges practiced segregation. Thus, the historically black land-grant institutions joined the System.

Since the colleges were severely hampered by a general lack of sound research in support of their teaching, Congress passed the Hatch Act (1887) to create and support experiment stations. And in 1914, the Smith-Lever Act created the Cooperative Extension Service as a partnership among federal, state, and county governments for its support and oversight.

Today, most land-grant colleges and universities have been developing as major educational institutions for more than 100 years. As the needs of the people changed, so too the resident curriculum, the topics of research, and the subject areas of Extension education increased and changed dramatically. In the future, the land-grant institutions will continue to fulfill their original purpose to the extent that they stay in close touch and participation with the people of the states and regions they were created to serve.

Today, many educational leaders are calling for a new recognition, even a redefinition, of the traditional land-grant mission. In papers and speeches, these leaders argue that the people-centered, service-oriented nature of the historical land-grant institution is being lost as the professional allure of the academic disciplines, with their own benefits and reward systems, distracts the land-grant faculty from its original purposes. Competitive pressures from other kinds of colleges and universities also have contributed to a growing "look-alike, act-alike" syndrome in land-grant institutions. And a majority of the land-grants have grown into genuine multiversities composed of myriad colleges, schools, departments, and other units—but have

not typically infused the entire institution with the original land-grant spirit.

In a special sense, of all the land-grant units, Cooperative Extension holds that original spirit most clearly. We in CES have a remarkable opportunity in the next few years to lead in the reexamination and redefinition of the land-grant mission. New professional Extension staff members who come to understand and embody that spirit may be able to influence the academic and research faculty, and academic administrators, in significant ways.

The Mission and Central Principles of Cooperative Extension

We believe that the following statements constitute the central principles of Extension work, and suggest the chief elements of Extension's educational purpose, methods, and place in the land-grant institution:

- The ultimate goal of CES is the development of people, enabling them in self-direction, resource management, and the management of change in primary dimensions of their lives.
- The means of this work is education, which empowers people through their acquisition of new knowledge, attitudes, skills, and aspirations.
- Extension's methods are nonformal (i.e., noncredit), off-campus, and oriented toward people's problems and needs.
- Extension's home in the land-grant system provides a base for reliable, credible information and for the institution's access to people's needs.
- Extension's program priorities arise from mutually agreed upon determinations by the three partners in the work: the USDA, the land-grant institutions, and county governments.

These principles form the foundation for Cooperative Extension work in all the states and several U. S. territories and possessions (the current land-grant institutions are listed in "Cooperative Extension: An Essay"). Moreover, these principles have shaped the Extension organization and its educational efforts over its history of roughly 75 years, guided by federal and state legislation. The history of that legislation follows.

The Cooperative Extension System, created by the U.S. Congress in 1914 through the Smith-Lever Act, has its origins in the confluence of two historical factors: first, the social and economic needs of rural America and, second, the political requirements of a largely agrarian democracy for an informed, vigorous citizenry. Responding to those demands, Congress turned to its earlier creations, the land-grant college system and the USDA (both established in 1862, by the first Morrill Act and the Organic Act, respectively), directing that the two cooperate to form and implement a new land-grant program of Extension education. Thus CES completed the three-part land-grant mission of resident instruction, research, and Extension. In principle, Congress provided for the practical and liberal higher education of all Americans through the formal and nonformal, on-campus and off-campus, land-grant functions.

After 1914, legislation in some states created bodies of lay leaders at the county level, represented by an elected Extension Council, Executive Committee, or County Board; in other states, local committees were appointed by the Extension director or administrator to advise about the local Extension program. In both cases today, the county partner cooperates with the state Extension director at the land-grant institution to determine local Extension needs and programs, and often takes responsibility for the county portion of the Extension budget.

The enabling legislation of the 1914 Smith-Lever Act also defined the broad scope of Extension's programs, reflecting

over the years the original congressional intent of educational work with the people on their essential needs and concerns. The Smith-Lever Act specifies that the purpose of CES is to give "instruction and practical demonstrations in agriculture,. . . home economics, and rural energy, and subjects relating thereto to persons not attending or resident in" a land-grant institution. This language arose out of the social and political contexts of the early twentieth century, set forth in the original discussions that led to the creation of the CES.

The roots of the Smith-Lever Act are found in documents of the American Association of Agricultural Colleges and Experiment Stations (AAACES—forerunner of the current National Association of State Universities and Land-Grant Colleges, NASULGC) and Theodore Roosevelt's Country Life Commission. In 1908, the AAACES called for the creation of an Extension department in each of the land-grant institutions, noting that "the incubus of ignorance and inertia [in rural America] is so heavy and widespread as to constitute a national danger" (Scott, 1970).

Theodore Roosevelt created the Country Life Commission in 1909 with the aim of rural development. In its 1911 report, the Commission stressed the importance of agriculture as a way of life, of homemaking being as essential as field farming to rural welfare, and of the land as a vital national resource requiring attention and care. Like the AAACES, the Commission called for a national extension service, organized in each land-grant institution, and "so managed as to reach every person on the land in its state with both information and inspiration. It should be designed to forward not only the business of agriculture but sanitation, education, homemaking, and all interests of country life" (Killacky, 1983). This breadth of view and effort arose from the Commission's call for a "rousing of the people on the land."

Under the pressure of these reports and the leadership of Representative Frank Lever of South Carolina and Senator Hoke Smith of Georgia, Congress got down to the business of debating a variety of bills that became the Smith-Lever Act. In the House Agricultural Committee, Lever stated his views in these broad terms: extension educators "must give leadership and direction along all lines of rural activity—social, economic, and financial" (Bliss, 1952). Lever was especially interested in leadership development among rural people, and in the breadth of extension's reach: he called for "teaching the farm wife" and "the farm boy and girl," along with the education of the man, for "there is no more important work in the country than this [homemaking and home management]" (Warner and Christenson, 1984).

Generally, Lever asserted, Extension agents were to "assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship" (Warner and Christenson, 1984).

To summarize thus far, Congress created the CES as a vehicle or resource for human development through nonformal, off-campus education. In the context of its origins, Extension work aimed at a rural population and naturally enough, given its land-grant institution home and farm clientele, developed a curriculum based in agricultural science, home economics, and youth development as the instrument for meeting the most urgent needs of the time.

As Extension's social context has changed, congressional legislation and the people's involvement in Extension have together modified and expanded the clientele and the curriculum. **What has not changed is Extension's essential nature as a nonformal educational resource for the development of individuals, families, and communities in a democratic society.**

In 1953, Congress proposed a consolidation of the laws governing Extension work: notably, the inclusion of the

phrase, "and subjects relating thereto," after the specification of "agriculture and home economics" as Extension's subject matter. The report from the House Committee on Agriculture clarifies the intention here: "to make certain that the new legislation will authorize all those Extension activities, such as 4-H Club work, education in rural health and sanitation, and similar aspects of the manifold Extension program heretofore authorized" (Boyce, 1986).

Congress then began a series of amendments and additions to what was already a "manifold Extension program." A revision in 1956 authorized special funds for a nationwide rural development program. President John Kennedy's Rural Area Development Agency gave new impetus to community and rural development, and Extension reallocated staff members to provide rural development educational leadership. The USDA Extension Service established the division of Community and Rural Development; and thus, since the mid-1950s, the field of community resource development, long inferred as part of Extension's curriculum, has taken its place as one of Extension's central program areas.

Since 1946, Extension itself has published a series of reports that also called for a broadening of Extension's mission and suggested national priorities for their times. *Extension in the '80s* is the most recent report at this writing. [See "Cooperative Extension: An Essay" for a discussion of the various reports and of the targeted congressional appropriations to Extension since 1968.]

The enduring mission of Cooperative Extension was expressed most succinctly by A. J. Klein, whose *Survey of Land-Grant Colleges and Universities* was published by the USDA in 1930. Extension's ultimate objective, Klein says, is "not more and better food, clothing and housing," which are "means and conditions prerequisite to the improvement of human relationships, of intellectual and spiritual outlook." In the "development of people themselves," Klein concludes, lies Extension's most important purpose.

Project 1

Cooperative Extension: An Essay

Prepared for **Module 1: Understanding Cooperative Extension: Our Origins, Our Opportunities.**

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Cooperative Extension: A Unique Educational Organization

What's in a name? In this case, plenty—although it takes a little digging to uncover all the implications of the two words, "Cooperative Extension." Let us take them one at a time.

Cooperative:
By design, the Extension organization's foundation is a nationwide partnership composed of three distinct but related and coordinated bodies:

- The **federal partner**, the Extension Service of the United States Department of Agriculture;
- The **state partner**, Cooperative Extension services in each state and several U.S. territories and possessions;
- The **county or local partner**, committees with local authority for Extension programs, either elected boards or those appointed by the Extension director or administrator to advise about Extension work.

It is a *cooperative* relationship. Do not be misled by the vertical order in which the partners are listed. The relationship is cooperative by design and, at its best, is truly collegial. This special feature marks Cooperative Extension as a unique arrangement among three levels of government. Later in this discussion we will return to some of the reasons for such an organizational arrangement. For the time being, keep in mind that the three-way partnership provides a uniquely coordinated effort among federal, state, and county governments that involves *three sources of public funds* for Cooperative Extension work and *three levels of perspective* on our mission, goals, and priorities for educational programs.

Cooperative Extension is a national educational system, a vast network of interdependent yet relatively independent institutions throughout all the states and territories. The professional Extension staff currently totals over 16,000, with over two-thirds of us housed in nearly all of the 3,150 counties across the nation. Recent reports also indicate that thousands of paraprofessional staff members serve in many counties, and nearly 3 million volunteer leaders work with the professional and paraprofessional staff to multiply Extension's educational influence. Cooperative Extension truly is the world's largest institution of out-of-school, nonformal education.

Extension:
Just as the federal Extension System is often called the "educational arm" of the USDA, state Extension services play a primary, outreach role for the land-grant institution campuses.

Extension's place in the land-grant institution as the state partner in the CES largely accounts for its remarkable success for more than 70 years. From the land-grant institution comes Extension's credibility as a source of research-based, unbiased information and expertise. Extension's ability to mobilize higher education and local resources to help people solve problems has had a far-reaching influence on American society. Although the "youngest" arm of the land-grant institution, as we will see shortly, Extension has the vital role of linking higher education with the people across each state, thus extending knowledge and other resources to those who are not on campus.

Hence the nonformal, voluntary nature of Extension education. We do not matriculate students, offer credit-bearing courses, give grades, or confer degrees. Rather, Extension educators work with people in their homes and communities, most often taking our cue from them about the needs, problems, and opportunities our programs should address.

Cooperative Extension:
A large, complex, and major educational institution! Even so, most of us have had the unsettling experience of being asked, "Cooperative Extension—what's that?" and scarcely knowing how to distill all that Extension is and does into a few clear sentences. In the discussion that follows, we will describe the central aspects of Extension's mission and organization throughout its celebrated history to the present day, and also tell something of the current environment in which we must help chart Extension's future.

Extension's Heritage: Before the Land-Grant College

According to the Canadian *Extension Handbook*,[1] the term "extension education" was first coined at Cambridge University in England in 1873, but agricultural extension work in Europe and America goes back well into the eighteenth century. Even as Americans struggled to form a new nation, prominent, wealthy farmers carried out agricultural experiments on their farms and attempted to share their findings.

With the nation founded, George Washington lost no time in urging the U.S. Congress to create a national agricultural agency that would be responsible for "diffusing information to farmers." In his first message to Congress, something resembling a land-grant institution was a gleam in Washington's eye. Congress did not respond until 1862, but many Americans made efforts in early extension work in the intervening years. Consider:

- Thomas Jefferson advocated for Virginia a network of agricultural societies to serve extension functions.

[1] *Full citations for all references are given in the Selected Annotated Bibliography and List of References.*

- In 1785, Benjamin Franklin established the Philadelphia Society for Promoting Agriculture, and the South Carolina Society for Promoting and Improving Agriculture was created. Both groups, and many others springing up in other states, used lectures, the printed word, and agricultural fairs to disseminate information. By the 1860s there were some **1,330 agricultural societies.**

- In 1790, the Federal Patent Office was created, and, since agricultural patents far outnumbered all others, federal involvement in agriculture grew until, in the **Organic Act of 1862**, Congress created the **U.S. Department of Agriculture**.

- In 1843, the New York legislature authorized the state agricultural society to hire "a practical and scientific farmer to give public lectures . . . upon practical and scientific knowledge"—perhaps the **first Extension agent!**

- In 1851, creation of the U.S. Agricultural Society climaxed the society movement; its delegates, mostly involved in farming and public affairs, met annually to discuss agricultural topics, produced publications for farmers, stimulated interest in improvements, and sponsored national exhibitions and field trials; above all, since legislators listened carefully to its resolutions, the Society contributed to the rising cry across the land for an agricultural college system.

The land-grant college was a revolutionary idea, as revolutionary in education as America's democracy was in politics.

In the nineteenth century, agriculture was the nation's central pursuit, so strengthening agriculture meant strengthening the nation. Farming was a centuries-old vocation; yet throughout most of the nineteenth century the science of agriculture was in its infancy. Methods of stock selection, production, marketing, and distribution were primitive, and the nation increasingly needed abundant, inexpensive food. Moreover, those who led the advance in agricultural science were the wealthy and the well-educated.

But for most Americans—over 95 percent of them—education typically ended after a few years of schooling. Would it be possible to extend the benefits of education to the great majority of Americans, especially to rural families, whose contributions to the entire nation were indispensable?

That was the kind of question that began to inspire criticism of America's colleges by the mid-1800s. Formed on the English university model, American higher education institutions—especially the private colleges—based their educational philosophy in the classics and educated men (not, at that time, women) for the professions of the ministry, medicine, and the law. Beyond professional training, such colleges of liberal arts viewed and still view their essential mission as exploring, preserving, and enhancing the intellectual traditions and imaginative works and values of civilization. That is a noble mission, and it would be foolish to minimize the contributions of the liberal arts to the quality of American life.

But for most Americans of the nineteenth century, whether farmers or those in the growing ranks of city workers, such an education was simply not possible. A different type of college was needed, one devoted to educating those common people whose lives would be spent not in the professions but in the nation's businesses and trades. Jonathan Turner of Illinois published a "Plan for a State University for the Industrial Classes" in 1850, which contained, in embryonic form, most of the ideas that led to the land-grant system. Peoples' Colleges began to appear and, in 1855, Michigan established the first enduring College of Agriculture.

With the growing movement to create this new kind of college, Justin Morrill, a

Vermont representative to the House, introduced the "College Land Bill" in Congress in 1857. But the progress of the legislation was slow. Passing in the House in 1858, the bill met stiff opposition in the Senate from southern Democrats, who objected to federal initiatives on the grounds that the states should have control over education. The bill finally passed in the Senate, but President Buchanan, apparently pressured by southern senators, vetoed it in 1859.

Despite this veto, support for the bill continued, and with the onset of the Civil War in 1860 and the absence of the Confederate states from Congress, Justin Morrill reintroduced the College Land Bill late in 1861. Finally, after a half-century of increasing pressure from agricultural leaders and in the midst of the chaos of the Civil War, Congress passed the Morrill Act. With President Lincoln's signature on July 2, 1862, the Act created a national system of land-grant colleges (referred to today as "the 1862 institutions") and thereby the possibility of genuinely universal higher education for the nation.

The classic American educational plan taught only those

> . . . destined to pursue the so-called learned professions, leaving farmers and mechanics and all those who must win their bread by labor, to the haphazard of being self-taught or not scientifically taught at all [Justin Morrill (in Parker, 1924, p. 263)].

Extension's Heritage: The Idea of the Land-Grant College

"...a liberal and larger education to larger numbers,... higher instruction for the world's business."—Justin Morrill

The first Morrill Act, in 1862 (the second would come in 1890), granted each state 30,000 acres of federal land for every senator and representative. Each state was to sell the land and invest the proceeds in an endowment, the interest to be used, in the language of the Act, to establish

> ...at least one college where the leading object shall be, without excluding other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts . . . in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life (Brunner, 1962, p. 55).

A rough-and-tumble debate lay behind the smooth phrases of the Morrill Act. Two educational factions held widely divergent views about the purpose of the land-grant colleges. In railroad terminology, the "narrow gauge" faction argued that, since the students would be common people, the curriculum should focus on the existing problems of the farm or workshop; science should be practical, applied, and taught by the hands-on methods of laboratories, shops, and experimental plots. Michigan's College of Agriculture, established in 1855, became the model of the "narrow gauge."

The "broad gauge" faction, taking its model from Yale University, argued for a wide-ranging liberal curriculum, the sciences to be theoretical and pure, the teaching largely by lectures and books.

Remarkably, both factions won, much to Morrill's credit. His compromise called for both "the liberal and practical education of the industrial classes." With those words, he united both factions behind the Act.

Twenty-five years later, Morrill claimed forcefully that land-grant college students were not necessarily to become farmers or mechanics; the institutions were to give "such instruction as any person might need" to prepare for the rest of life. "Obviously not manual, but intellectual instruction was the paramount object," he told the Vermont legislature in 1888.

> It was a liberal education that was proposed, ...not limited to a superficial and dwarfed training, such as might be supplied by a foreman of a workshop or ... an experimental farm (Brunner, 1962, p. 243).

By its inclusive idea of the land-grant college, Congress passed on the controversy to the states, which took years to work out the difficulties. But land-grant educators sustained the breadth and quality of Morrill's vision, to which we owe the rich diversity of today's land-grant institutions. For the mission of the contemporary land-grant institution, incorporating the traditions of the liberal arts and sciences with those of the practical, mechanical, and industrial, continues to emphasize the noble democratic ideal that all people have the right to participate in higher education, through on-campus teaching and off-campus extension, to the extent of their abilities and desire.

Extension's Heritage: The Growth of the Land-Grant Institutions

Until the 1890s, the success of the land-grant colleges was, uh, modest.

For all the spirited idealism of the Morrill Act, the real situation for most of the new institutions during the next 30 years was one of struggle, pain, and failure. Faculty members qualified to teach practical sciences were extraordinarily scarce; textbooks in scientific agriculture were hard to find (even by 1895, fewer than 100 texts and manuals on agriculture were available); because income from the land grants was often insufficient, buildings and equipment for the new campuses were inadequate; and, over the first two decades, the lack of a credible research base for instruction became increasingly clear.

Inadequate resources might have been hard enough in those early days, but the land-grant leaders also had to face disdain and outright hostility from two painfully close sources—many of their own faculty members, and many farmers! When Isaac Roberts arrived at Cornell University in 1874 to teach agriculture, he suffered "a sort of social neglect" and felt himself "in an alien atmosphere" because most of the classically educated Cornell faculty viewed agriculture as a discipline beneath their dignity (Scott, 1970).

At the same time, many farmers scorned what they called "book farming," wanting nothing to do with the "cow colleges" (in Massachusetts, the "bull and squash college"). In 1870, a farmers' convention in Illinois called the curriculum at Illinois Industrial College totally irrelevant to farmers' needs.

Some examples of the two-edged resistance to the new practical education are:

- By 1884, the University of Wisconsin had only one student complete the four-year course in agriculture.
- In 1887, North Carolina State College had only 17 students enrolled in its agriculture course.
- At Iowa's College of Agriculture, Seaman Knapp—who was to become the founder of Extension education—and his students were dubbed "hayseeds" by other students at Ames. Their response? Finding their own dignity amid the jeers, they organized the "Hayseed Society."

The farmer's distrust of new ideas and practices became the central prop as the stage was set for Cooperative Extension's appearance on the scene, still decades away. The fledgling colleges faced an emphatic mistrust of change and a resistance to learning. Many farmers simply felt no need to change. It would take, in the first years of the twentieth century, a person with a vision of what rural life could become and a new educational method to reach the great masses of common people. It would take, in other words, an Extension agent.

"For twenty years and perhaps more [the colleges] could only be described as failures."—Roy Scott, *The Reluctant Farmer*, 1970, p. 27.

One farmer asked, "What you goin' to do with that college up there? Larn 'em to rake 'arder?"—Lucrece Beale, *People to People*

The Land-Grant System's Second Arm: The Hatch Act of 1887 Creates the Agricultural Experiment Stations

Before Cooperative Extension could appear, the new colleges had to firm up their intellectual foundations. An adequate research base for instruction became a major agenda item for them through the 1870s. Agricultural experiment stations had operated successfully in Europe for almost 50 years, especially in England and Germany. The first American experiment station was created at Wesleyan University in Connecticut in 1875, and within two years such stations were in full swing in California and North Carolina. Other states followed, and in Iowa, after years of vainly struggling to secure state funds, Seaman Knapp—now President of the Agricultural College—set about drafting federal legislation that would establish an agricultural experiment station at every land-grant college.

Introduced several times in Congress from 1882 on, Knapp's bill finally came under the sponsorship of Representative William Henry Hatch of Missouri. Supported by agricultural educators and societies across the country, and by the Grange and Farmers' Alliance groups, Hatch included significant organizational aspects for the agricultural experiment stations in the final bill, passed in 1887.

In the Hatch Act, Congress set the trend for future cooperation between the federal government and the land-grant institutions. The Act provides for experiment station funding to go to the institutions rather than the USDA, although the stations were to be supervised by the USDA.

The Hatch Act also anticipated a crucial extension function. Congress helped set the stage for extension work by requiring the agricultural experiment stations to publish reports of research findings and disseminate the information to farmers.

The purpose of the newly created experiment stations, according to the Hatch Act, was

> . . . to conduct original and other researches, investigations, and experiments bearing directly on and contributing to the establishment and maintenance of a permanent and effective agricultural industry of the United States, including researches basic to the problems of agriculture in its broadest aspects, and such investigations as have for their purpose the development and improvement of the rural home and rural life and the maximum contribution by agriculture to the welfare of the consumer.

Of special importance, the Hatch Act calls for experiments and research in the *broadest* aspects of agriculture and for the *improvement of the rural home and rural life*. We will see that broad social emphasis repeated as the Extension movement intensified in the 1890s and the first decade of our own century. But before it created Cooperative Extension, Congress had to return to two other essential items of unfinished land-grant business.

The Land-Grant System Expands and Rebuilds its Support: The Morrill Act of 1890

The endowments from the 1862 Morrill Act proved inadequate, and, as early as 1872, Morrill tried to increase them. In 1890, he was finally successful, and President Harrison signed into law the second Morrill Act, calling for "the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts." The Act also specified exactly what the federal funds would support

> ...instruction in agriculture, the mechanic arts, and English language and the various branches of mathematical, physical, natural, and economic science, with special reference to their applications in the industries of life.

The 1890 Morrill Act also included a provision that led to the creation of 17

predominantly black land-grant colleges in the southern states. Black colleges already existed in many states, although most of the southern states had no land-grant institutions for blacks until after 1890. The states were given several options about how to use this new infusion of federal funds.

"No money shall be paid out," the Act said, ". . . for the support and maintenance of a college where a distinction of race or color is made in the admission of students." States with separate colleges for whites and blacks could receive federal funds, but only with their "just and equitable division."

The black land-grant colleges and universities, now called the "1890 Institutions" and Tuskegee University, were created and have developed through times of turmoil, strife, and segregation. In 1896, the U.S. Supreme Court delivered its famous "separate but equal" decision about black facilities, but even so the "1890s" labored until recently under opposition and inadequate support. Thomas T. Williams (1979, p.2), of Southern University, wrote eloquently that

> . . . the history of the 1890 land-grant institutions is part of the history of the struggle of American blacks for equality, the story of destroyed dreams and abandoned hopes.

Given the difficulty and duration of that struggle, it is admirable that, since the 1960s, all the 1890s and Tuskegee have achieved regional accreditation and, today, almost all have resident graduate programs supporting their research and extension roles.

With ever-increasing federal and state funding, and, in principle, now serving all the people of America's melting pot, the land-grant institutions came of age, entering a new period of growth and expansion that led to the birth of the Cooperative Extension Service in 1914.

Financial support for the 1890 land-grant institutions and Tuskegee University was not, until recently, explicit in the federal legislation. Samuel D. Proctor (Anderson, 1986), writing from Rutgers University in 1976, charges that the original funds appropriated by Congress for the 1890 institutions were "a mockery, a mere gesture." In *Hard Tomatoes,*

Land-Grant Institutions Today

The Historically Black Land-Grant Institutions: 1890s and Tuskegee

Alabama: Alabama A & M University
Normal

Arkansas: University of Arkansas
at Pine Bluff

Delaware: Delaware State College
Dover

Florida: Florida A & M University
Tallahassee

Georgia: Fort Valley State College
Fort Valley

Kentucky: Kentucky State University
Frankfort

Louisiana: Southern University and A & M College, Baton Rouge

Maryland: University of Maryland, Eastern Shore, Princess Anne

Mississippi: Alcorn State University
Lorman

Missouri: Lincoln University
Jefferson City

North Carolina: North Carolina A & T State University, Greensboro

Oklahoma: Langston University
Langston

South Carolina: South Carolina State College
Orangeburg

Tennessee: Tennessee State University
Nashville

Texas: Prairie View A & M University
Prairie View

Tuskegee University
Tuskegee, Alabama

Virginia: Virginia State University
Petersburg

Land-Grant Institutions Today

The 1862 Land-Grant Institutions, by State

Alabama: Auburn University
Auburn
Alaska: University of Alaska
Fairbanks
Arizona: University of Arizona
Tucson
Arkansas: University of Arkansas
Fayetteville
California: University of California Systemwide,
Berkeley
Colorado: Colorado State University
Fort Collins
Connecticut: University of Connecticut
Storrs
Delaware: University of Delaware
Newark
District of Columbia: University of the District of Columbia, Washington, D.C.
Florida: University of Florida
Gainesville
Georgia: University of Georgia
Athens
Hawaii: University of Hawaii
Honolulu
Idaho: University of Idaho
Moscow
Illinois: University of Illinois
Urbana
Indiana: Purdue University
West Lafayette
Iowa: Iowa State University
Ames
Kansas: Kansas State University
Manhattan
Kentucky: University of Kentucky
Lexington
Louisiana: Louisiana State University System
Baton Rouge
Maine: University of Maine
Orono
Maryland: University of Maryland
College Park
Massachusetts: University of Massachusetts
Amherst
Michigan: Michigan State University
East Lansing
Minnesota: University of Minnesota
Minneapolis
Mississippi: Mississippi State University
Mississippi State
Missouri: University of Missouri
Columbia
Montana: Montana State University
Bozeman
Nebraska: University of Nebraska
Lincoln
Nevada: University of Nevada, Reno
Reno
New Hampshire: University of New Hampshire
Durham
New Jersey: Rutgers, The State University of New Jersey, New Brunswick
New Mexico: New Mexico State University
Las Cruces
New York: Cornell University
Ithaca
North Carolina: North Carolina State University
Raleigh
North Dakota: North Dakota State University
Fargo
Ohio: Ohio State University
Columbus
Oklahoma: Oklahoma State University
Stillwater
Oregon: Oregon State University
Corvallis
Pennsylvania: Pennsylvania State University
University Park
Rhode Island: University of Rhode Island
Kingston
South Carolina: Clemson University
Clemson
South Dakota: South Dakota State University
Brookings
Tennessee: University of Tennessee
Knoxville
Texas: Texas A & M University
College Station
Utah: Utah State University
Logan
Vermont: University of Vermont
Burlington
Virginia: Virginia Polytechnic Institute and State University, Blacksburg
Washington: Washington State University
Pullman
West Virginia: West Virginia University
Morgantown
Wisconsin: University of Wisconsin–Madison
Madison
Wyoming: University of Wyoming
Laramie

The 1862 Land-Grant Institutions: Possessions and Territories

American Samoa: American Samoa Community College, Pago Pago
Guam: University of Guam
Agana
Micronesia: College of Micronesia
Ponape
Northern Mariannas: Northern Mariannas College
Saipan
Puerto Rico: University of Puerto Rico
Mayaguez
Virgin Islands: College of the Virgin Islands
St. Thomas

Hard Times, Jim Hightower claims that even by 1971 only one-half of 1 percent of federal funds allocated to the 16 states with both black and white land-grants went to the black institutions.

In 1972, Congress began to mandate federal funding explicitly for the 1890 institutions. By 1977, not less than 4 percent of the total Smith-Lever appropriation went to the 1890s and Tuskegee University, and Congress has increased that percentage several times since.

Noting that, despite inadequate funding, the 1890s became not just regional but "truly national resources," Chancellor Herman B. Smith of the University of Arkansas at Pine Bluff sees in the 1890s' history

> ...evidence of the commitment and potential of the institutions for continued achievement with more adequate financial and professional support (Williams, 1979, p. 18).

Extension's Origins: Out of Multiplicity, a Vision and a Method

Throughout the final years of the nineteenth century, extension work of many kinds was steadily if chaotically on the move. The famous Chautauqua movement in education, which held lengthy conferences at Chautauqua Lake in New York and created correspondence courses for local consumption anywhere, stimulated the idea of education for adults outside a college setting. Struggling to pierce through the suspicion of so many farmers, the land-grant institutions lit on the Chautauqua methods of home study and family conferences. Pennsylvania State University organized a course of home reading in agriculture in 1892, followed by Cornell University and the University of Illinois.

More personal contact with farmers and their families came in the farmers' institutes. Patterned after the Chautauqua Lake conferences and the teachers' institutes (created in the 1850s in Massachusetts to improve teachers' classroom skills), the farmers' institutes sprang up first in New England and spread rapidly to the west. Soon the land-grant colleges were sponsoring off-campus institutes as their major outreach method. By 1891, 14 states were appropriating funds for farmers' institutes, and a decade later an institute specialist was installed in the USDA Office of Experiment Stations.

Additional support came from railroads interested in promoting agriculture along their lines: a college agricultural specialist could travel free, sometimes in special three- or four-car trains, for a lecture tour. By the turn of the century, 47 states had held institutes for almost a million people. The institutes were a family affair, including women and children, and offering courses on cooking and nutrition as well as agriculture.

Extension work took a startling array of methods in those years. Here is an extension program from Purdue University that lists the range of work:

> . . . lecturing at farmers' institutes; holding normal-institute schools for institute lectures; providing short courses in agriculture; equipping and accompanying railway specials; assisting at teachers' institutes; providing courses in corn and stock judging in district centers; holding summer schools for teachers; sending out field specialists to give advice to farmers; providing courses of study for agricultural high schools; preparing and sending out bulletins, reports, and circulars; preparing articles for the public press, conducting and publishing an agricultural journal; conducting cooperative experiments in agriculture; providing educational exhibits at fairs; organizing excursions to the college by agricultural associations and individual farmers; conducting experiments and demonstration tests on county poor farms; and organizing farmers' clubs, women's clubs, and boys' and girls' clubs (True, 1928, pp. 49–50).

In the 1890s, Extension departments began to appear on the campuses. Rutgers and Cornell Universities first established formal Extension divisions and, by

1907, 42 colleges in 39 states were engaged in extension work. The USDA employed field agents on its own initiative. Private companies, such as International Harvester and Sears, Roebuck and Company, established or supported Extension departments.

With all the Extension activity from so many sources, the results were still unclear. How could the land-grant institutions be sure that farmers were reading their publications? How could they know if their lectures were heeded? And, if people were learning, they were "learning by driblets," as a California professor wrote in 1896. By and large, the institutions' educational techniques came down to this: "We'll tell the farmers what to do, and hope they do it." Extension work still lacked a reliable method to make real changes in the lives of large numbers of people.

Rice, cotton, boll weevils, and Seaman Asahel Knapp

It is a common truth that for a great person to accomplish great actions three things are required: imagination, talent, and the right historical moment. Seaman Knapp, widely hailed as the greatest influence on the development of the Cooperative Extension Service and the "Father of the Extension Movement," possessed an extraordinary vision of what American rural life could become, and a driving energy that fueled his capacities for scientific knowledge and for influencing people.

Born in 1833 in New York and reared in Vermont, from 1866 until 1885 Knapp lived in Iowa, joining the land-grant college in Ames as Professor of Agriculture and eventually serving as its president. Apparently relieved to escape academic life, in 1885 Knapp took a risky and, from our viewpoint, momentous step. He joined a land-development venture in southwestern Louisiana that, before the close of the century, turned Louisiana into the leading rice-growing region in the U.S.

By luring northern farmers to the South and showing them how sound methods could ensure profitable farming, Knapp struck on the educational method that would become, a few years later, the chief extension method of the land-grant institutions. "We learned then," he wrote later, "the philosophy and power of the demonstration" (Scott, 1970).

So successful was Knapp's influence that the federal Department of Agriculture, after sending him on seed-selection trips to the Far East, appointed him in 1902 as special agent for the promotion of agriculture in the South. Southern agriculture was in dire straits: poor farming practices, tired soil, poverty, and the sharecropping and crop-lien systems were crippling the region. Knapp leaped into the huge challenge of transforming southern rural life by demonstrating proper farming practices to the people. He was 69 years old at the time.

Supported by a tiny budget from the USDA, Knapp established a series of demonstration farms in Louisiana and Texas. In every case, the government and local merchants controlled the farms, employed the labor, and reaped whatever profits came. Knapp soon concluded that government-run demonstrations would not do the job, primarily because the farmers too easily decided that success depended on governmental money and support, which they themselves did not have. The farmers, Knapp determined, had to carry out the demonstrations on their own land.

The people of Terrell and Greenville, Texas, gave Knapp the opportunity to test his theory. When local leaders asked Knapp to set up a government demonstration in their area, he proposed that one of the farmers, W. C. Porter, run the demonstration on his own farm, at his own expense. To ensure Porter against his risk, Terrell's business community put up a $1,000 indemnity fund and selected an executive committee to see that Knapp's farming practices were carried out. When the harvest came, Porter had made $700 more than he had an-

The Quotations of Seaman Knapp

The following quotations are excerpts from Knapp's speeches given between 1894 and 1910 on land-grant college campuses, to teachers' conferences, and to his own Extension agents. They have been reproduced from Bailey (1945) and Bliss (1952).

On the land-grant mission: "Your mission is to solve the problems of poverty, to increase the measures of happiness, to add to the universal love of country the universal knowledge of comfort, and to harness the forces of all learning to the useful and the needful in human society" (Bliss, 1952, p. 38).

On family life: "The great force that readjusts the world originates in the home. . . . You may do all that you are of a mind to in schools, but unless you reach in and get hold of that home and change its conditions you are nullifying the uplift of the school. We are reaching for the home" (Ibid., p. 44).

"The matter of paramount importance in the world is the readjustment of the home. It is the greatest problem with which we have to deal, because it is the most delicate and difficult of all problems" (Ibid.).

On national greatness: "What makes a nation firm and great and wise is to have education percolate all through the people. I want to see education in this grand country correspond to the country" (Bailey, 1945, p. 240).

On common people: "A great nation is not the outgrowth of a few men of genius, but the superlative worth of a great common people. Your mission is to make a great common people and thus readjust the map of the world" (Ibid. p. 43).

On food and cooking: "In the United States the art of cooking is mainly a lost art. There are communities where not to be dyspeptic is to be out of fashion. If we could have some lessons on how to live royally on a little; how to nourish the body without poisoning the stomach; and how to balance a ration for economic and healthful results, there would be a hopeful gain in lessening the number of bankrupts by the kitchen route" (Ibid., p. 42).

On Extension clients: "Sometimes farmers have peculiar views about agriculture. They farm by the moon. Never try to disillusion them. Let them believe in farming by the moon or the stars, if they will faithfully try our methods. It does not pay agents to waste good breath on such matters" (Ibid., p. 39).

On success with clients: "In general, it is not the man who knows the most who is the most successful, but the man who imparts an implicit belief with his message" (Ibid., p. 41).

On the qualities of an agent: "a recognized leader, progressive, influential, and able to carry public opinion with him" (Ibid., p. 39).

On educational method: "Your value lies not in what you can do, but in what you can get other people to do" (Ibid., p. 44).

On the future: "At last, this home society, . . . this rural society, will be a great dominating force in the land, and we shall become a pattern, not only to our own country, but to all countries, showing how a great and free people were able to readjust their conditions" (Ibid.).

ticipated, and declared that next year he would put his entire farm of 800 acres under Knapp's principles of cultivation.

A remarkable success, the Porter Demonstration attracted widespread attention and proved that a community-supported, locally owned demonstration farm is a highly effective teaching tool.

The demonstration method now included a crucial element, one that has become central to Extension education: local initiative, involvement, and support are absolutely essential to the process of change.

With his demonstration method improved and tested, Knapp was ready to

"The gist of our work... is to get out and hustle among the people."—Seaman Knapp

"Our true goal is 'to create a better people...high-minded, stalwart, courageous, and brave...' "
—Seaman Knapp, speaking to his agents.

"What a man hears he may doubt. What he sees he may possibly doubt. But what he does himself he cannot doubt."—Seaman Knapp, on the value of the demonstration method.

face the emergency that would lead to national extension work; he was ready for the cotton boll weevil, which for many years had been spreading slowly out across Texas, Louisiana, and Arkansas, devastating the cotton fields. In 1904, Knapp appointed 20 special agents to work with him and, by enlisting the aid of merchants, bankers, and ultimately 7,000 farmers, they created demonstration farms throughout the region. Within three years the weevil was controlled, the demonstration method became famous, and the first inklings of a county agent system were heard when W. C. Stallings was appointed to carry out this function in Smith County, Texas. Woodrow Wilson himself praised demonstration work as "the only kind that generates real education; that is to say, the demonstration process and the personal touch with the man who does the demonstrating" (Brunner, 1949).

Things began to move fast after 1906. The General Education Board, incorporated by Congress a few years earlier and funded largely by oil tycoon John D. Rockefeller, saw in Knapp's work an opportunity to improve living conditions in the South and financed the expansion of demonstrations into other states. By 1908, 157 agricultural agents were working in 11 southern states, no longer involved in emergencies, but spreading a broader education to the rural people.

In all this growth, Knapp faced opposition from three sources. First of all, there were the farmers themselves, whose resistance to change he cut through by means of his teaching method. Second, entomologists within the USDA itself competed with Knapp by wanting to control the boll weevil program themselves. Third, and ironically from our standpoint, the land-grant faculty members themselves resented Knapp's popularity, increasing fame, and undeniable success. Knapp's biographer, Joseph Bailey (1945, p. 223), noting that the researchers and agricultural educators of the colleges came to fear Knapp, finds in them

> ...an unacknowledged sense of guilt that the elaborate and expensive land-grant college system plus their experiment stations had failed to keep faith with the public and the rural population.

If that was true of the land-grant faculty, generally, and if Knapp also had to do battle with other factions in the USDA, then his ability to thread his way through "an unexplored jungle of self-centered jealousies" is particularly remarkable. And in a larger context, given that early rivalry, the final cooperation among the USDA, the land-grant institutions, and the people is equally remarkable.

Demonstrations expand into youth clubs and home demonstrations

Two spinoffs of the demonstration method were new programs for young people and homemakers. "Corn clubs" for boys became an important adjunct to Knapp's work with adults, as often a boy's acre under Knapp's methods produced more than his father's. And in 1910, a South Carolina schoolteacher created a girls' club for growing and canning tomatoes—a project that quickly led to the need for female county agents as supervisors of the girls' clubs. Naturally, working with the daughters, agents soon began to work with the mothers, assisting them with cooking, sewing, sanitation, and home beautification. Consistent with Knapp's broad vision of the purposes of demonstration work, home demonstrations with women used the details of home management as a way to broaden the vision of rural women, giving them a new sense of possibility for home and family life, and a new optimism about their own potential.

But what of the rest of the nation during the first decade of the twentieth century? In the North and West, the growth of county agent work was much slower and more haphazard than in the South, but it was there. With no boll weevil emergency, and with a more advanced, better diversified, and more permanent agriculture, the county agent movement

American Women: New Knowledge, Newly Confirmed Rights

In the 1860s, winds of democratic change created the land-grant institutions, for all the people, and freed the slaves, in principle creating opportunities for human development and expression unprecedented in history. These same winds fanned the imagination of a dedicated generation of women, some as suffragists working for the vote, and others (of special relevance to the land-grant system and Cooperative Extension) as scientists and teachers devoted to raising the quality of women's lives in general.

The campaign for women's rights began in 1848 in Seneca Falls, New York, with a conference planned by Elizabeth Cady Stanton and Lucretia Mott "to discuss the social, civil, and religious rights of women." Intertwined with the other social and political debates of the day—the antislavery and temperance movements—the women's rights movement held annual national conventions for a decade or more following the Seneca Falls meeting. Suffrage, the right to vote, became a key concern. The first victories came not in the liberal East but in the pragmatic territories of the West, starting in Wyoming in 1869 and Utah in 1870.

Meanwhile, women throughout the country were slowly gaining admission to higher education. While Oberlin College in Ohio had been admitting women since 1833, Iowa State became the first state university to do so, in 1858. Cornell University in New York set up a special branch for women, Sage College, in 1874. The campuses of higher education, private and land-grant, became fertile grounds for the new feminist struggle for the rights of women as students and voters.

Laura Clay, for example, a successful, self-labeled "practical farmer" with her mother and sisters, began her college education at the University of Michigan in 1879. While she was there, her mother and sisters were hosting Susan B. Anthony and other suffrage workers on the farm in Kentucky. Laura returned home to manage the farm, after two semesters at Michigan, and became caught up in the suffrage movement. She spent one semester at the Agricultural and Mechanical College of Kentucky in 1886, and in the same year presented a paper framing "a practical view of women suffrage" at the national meeting of the Association for the Advancement of Women, in Louisville. And in 1895, Laura Clay was petitioning the governor and the trustees of the Agricultural and Mechanical College on behalf of "the interests of the young women students" to fill existing board vacancies with women.

Laura Clay was one of an emerging generation of women who recognized the value and sought the benefits of higher education, which was increasingly available through the land-grant institutions. She came to see that "the highest right of a free woman, as well as a free man, is self-government," and spent her life championing that cause.

The concurrent struggle for women's place in the university and for the home and practical life as an area worthy of higher education is best demonstrated in the life of another woman, Ellen Swallow Richards. Devoting herself to "oekology," a multidisciplinary effort to understand human life in its environment, including the natural world and the home, Ellen Richards became the founder of the discipline of home economics. Although her academic life centered on the Massachusetts Institute of Technology (M.I.T.), she contributed directly to the curricula of the land-grant institutions.

Graduating in the first class of Vassar College for Women in 1870, Ellen Swallow a year later became the first woman admitted to M.I.T.—with the dubious distinction of "special student in chemistry." Two years later she received M.I.T.'s first degree ever granted to a woman, and probably the first degree in science granted an American woman. Within a decade, Ellen Swallow Richards had founded the Association of Collegiate Alumnae, forerunner of the American Association of University Women, and published the first of at least 10 books, *The Chemistry of Cooking and Cleaning*. All through the 1880s and 1890s, she operated what her chief biographer, Robert Clarke (1973), calls the "Ellen Swallow road show," as she traversed the nation, speaking and writing about the need for clean air, pure food and water, the relation of nutrition to worker productivity, the drudgery of house work, and the compassionate treatment of children. Along the way, Richards wrote one of the first public USDA bulletins, "Nutritive Value of Common Food Materials," published in 1892.

In 1898, Ellen Richards renamed "oekology," the science of home economics, and a year later organized the first of many Lake Placid Conferences, one of which, in 1908, founded the American Home Economics Association. By that time, of course, virtually all the land-grant institutions had established departments of "household science," "domestic science," or "home economics," thus signifying the opening of the people's colleges not only to women but to the dignity of studying family life.

developed without the strong federal support that marked Knapp's work in the South. As a result, agents might be asssociated with the land-grant institution, county schools, local clubs, farm associations, or private sources. In the North, too, as we saw in the description of Purdue's extension program, no single educational method prevailed.

Thus the issues needing resolution as the nation moved toward Cooperative Extension were these:

- How should extension work be organized? What roles should the USDA, the land-grant institutions, private businesses, and local organizations play? How might all these levels, and all the varieties of educational work, be coordinated?
- What should proper extension educational methods be? How could genuine change best be encouraged?
- What should the scope and purpose of extension work include? What should it aim for? What would be its vision?

"The incubus of ignorance and inertia [in rural America] is so heavy and widespread as to constitute a national danger."
—AAACES Report (Scott, 1970, pp. 291–292).

The Roots of the Smith-Lever Act

Amidst all the confusion of extension work in the first years of the new century, two national forces were pushing toward what would shortly become Cooperative Extension. President Theodore Roosevelt's Country Life Commission, in 1909, called for a national Extension Service, to be organized through an Extension department in each of the land-grant institutions, and to be so managed "as to reach every person on the land in its state with both information and inspiration." Significantly, the Commission's report emphasized that Extension should "forward not only the business of agriculture but sanitation, education, homemaking, and all interests of country life."

"It is to the Extension Department of these [land-grant] colleges that we must now look for the most effective rousing of the people on the land."
—Roosevelt's Country Life Commission, 1909 (Bailey, 1945, p. 247).

The Country Life Commission was chaired by Liberty Hyde Bailey, who had been a horticulturist at Michigan Agricultural College in the 1880s and was currently Director of Cornell University's College of Agriculture. Because Bailey harbored deep concerns about the dangers to local autonomy should the federal government become involved in Extension, the Commission stopped short of advocating the USDA's participation.

Such fears did not daunt the American Association of Agricultural Colleges and Experiment Stations (AAACES), or at least its special Committee on Extension Work, led by Kenyon Leech Butterfield, then President of the Massachusetts Agricultural College. The AAACES Committee repeatedly lent its voice to the growing demand for an Extension Service as the third great function of the land-grant system, and suggested that federal funds support its work. By 1912, Extension departments had emerged in 43 land-grant institutions.

With others from the AAACES, Butterfield drew up "A Bill for the Increase of Appropriation to Agricultural Colleges for Extension Work," which was introduced in Congress in 1909. This bill marked the beginning of four and one-half years of Congressional melee out of which finally came the Smith-Lever Act.

But two important elements of Cooperative Extension were already approved by many leaders:

- Extension should have the broadest possible mission as an educational institution working with rural people.
- Federal appropriations of funds should help to support the Extension departments of the land-grant institutions.

The Smith-Lever Act, 1914: Cooperative Extension Comes of Age

The congressional debate that led to the passage of the Smith-Lever Act extended over more than five years. The issues

A Timeline:
The Land-Grant System and American Women

1833	Seaman Knapp born. National Female Antislavery Society formed. Oberlin College opens in Ohio, admitting males, females, blacks.
1848	Seneca Falls Convention sounds the call for women's rights.
1850	Jonathan Turner publishes *Plan for a State University for the Industrial Classes.*
1858	House passes Morrill's "College Land Bill." Iowa State University admits women.
1862	Lincoln signs the Morrill Act, creating the land-grant institution system.
1865	Civil War ends; Emancipation Proclamation. Vassar College for Women established in New York.
1869	Wyoming grants women's suffrage.
1870	Utah enacts women's suffrage.
1873	Ellen Swallow receives S.B. degree from M.I.T.
1874	Cornell University establishes Sage College, for women.
1876	National Woman's Suffrage Association writes Declaration of Rights for Women. University of Michigan admits women students.
1881	Ellen Swallow Richards founds Association of Collegiate Alumnae, forerunner of American Association of University Women.
1882	Richards publishes *The Chemistry of Cooking and Cleaning.*
1887	Congress passes the Hatch Act, creating the agricultural experiment stations.
1890	Land-Grant bill expanded, creating black land-grant institutions.
1893	Colorado adopts women's suffrage.
1899	Richards organizes first Lake Placid Conference, forerunner of American Home Economics Association.
1902	Seaman Knapp appointed USDA special agent for southern agriculture.
1908	One hundred and fifty-seven Extension agents at work in the South.
1910	Female agents begin work with girls' clubs. Washington grants women's suffrage.
1911	Theodore Roosevelt's Country Life Commission calls for national extension service.
1912	Forty-three colleges claim Extension departments. California, Arizona, Oregon, and Arkansas adopt women's suffrage. Various versions of the Cooperative Extension bill debated in Congress. Senate debates women's suffrage amendment to U.S. Constitution.
1914	Final version of Smith-Lever Act passed by Congress and signed by President Wilson. Montana and Nevada adopt women's suffrage.
1917	Jeannette Rankin of Montana becomes first woman to serve in the U.S. House of Representatives. President Wilson appeals for amendment to the Constitution, allowing women the right to vote.
1920	Nineteenth amendment signed into law, giving the vote to 26 million women.

were complex, the discussions tortuous, the compromises and resolutions marked by strong opinions on many sides about the proper extension organization, its proper mission, and its proper methods. At least 32 bills supporting some form of federal support for extension work rolled through the Congress between 1909 and 1914.

If you were to read the history of that debate, it would be like watching a sailboat slip through a storm, guided by two remarkable politicians from the South.

Michael Hoke Smith, from Georgia, sponsored the act in the Senate and, although he had had little to do with its development, he was surely the Senate's most ardent advocate of the extension bill. His own interpretation of the bill points up one of the central organizational issues that the final Smith-Lever Act clarified: "The real object this bill had in view," he said, "was to prevent the diversion of the [federal] money to the college" and away from genuine Extension work.

Asbury Francis Lever, representing South Carolina in the House, more than anyone else championed the Knapp demonstration method as the chief work of Extension. How he first became familiar with the demonstration movement is illuminating, incidentally, about the political finesse of Seaman Knapp and the importance of involving legislators in Extension work. Negotiating about the placement of his agents in South Carolina, Knapp made sure that an agent went into each of the congressional districts, and, as it happened, 3 of the 10 agents went into Frank Lever's district. Shortly after traveling with the agents and attending their meetings, Lever made himself the best-informed person in Congress about demonstration work. That experience led him ultimately to sponsor the Extension bill in the House, where his primary concern was to ensure that the personal contact and the learner's own involvement in the learning, both so successfully brought about by Knapp's method, would become the basis of Extension education.

In their guidance of the Cooperative Extension bill through Congress, and with the help of many other leaders and organizations, Smith and Lever rarely faced opposition to the *idea* of a Cooperative Extension system; the nation wanted it; the time was right. The debate centered primarily around the system's organization, mission and scope, and the philosophy of its methods.

The language of the original Smith-Lever Act (it has been amended many times since 1914) called for

> ...cooperative agricultural extension work between the agricultural [land-grant] colleges. . . and the United States Department of Agriculture, in order to aid in diffusing among the people of the United States useful and practical information on subjects related to agriculture and home economics, and to encourage the application of the same.
>
> Extension work, [moreover], shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges, . . . and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the state agricultural college or colleges receiving the benefits of this Act.

And with that, the land-grant system became complete, its extension arm firmly supported by a cooperative state and federal funding procedure and a relationship that, over time, has grown beyond the jealousies and takeover fears that arose in the early congressional debates. But what lay behind the spare language of the Act? To understand the intentions of Congress, let us look at some of the reports and committee hearings that led to the 1914 passage.

Extension's Mission

Deeply influenced by the visionary spirit of Seaman Knapp and the missionary zeal of Knapp's agents from his own firsthand experience with them, Frank Lever stated the House Agricultural Committee's views in these broad terms (Bliss, 1952, p. 101):

> [Extension educators] must give leadership and direction along all lines of rural activity—social, economic, and financial. . . . One of the most pressing problems in connection with rural life and progress is that of the development of leadership from among the rural people. This bill supplies this long-felt deficiency.
>
> It is not enough to show him [the farmer] how to grow bigger crops. [The Extension educator]. . . will be expected to give as much thought to the economic side of agriculture . . . as he gives to the matter of larger acreage yields. He is to assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship.

In short, when he introduced the bill in the House, Lever said that, if the land-grant colleges' information were made available to and used by farmers, the Cooperative Extension Service "would work a complete and absolute revolution in the social, economic, and financial condition of our rural population" (Bliss, 1952).

Like Knapp, the framers of the Smith-Lever Act distinguished ends from means. If the language of the bill emphasizes the subject matter of agriculture and home economics, it is because over half the population lived in rural areas, and fully 35 percent of the people were living on farms. The ultimate end in view—and this appears again and again in the speeches, reports, and hearings—was for Extension's "itinerant teachers" to help people transform the quality of their lives, to contribute through education to their development as human beings.

Extension's Scope

Lever's House committee made it clear as well that farmers—at that time, the men—were by no means the only Extension clientele. Here, after mentioning Knapp's "boys' corn clubs and girls' tomato clubs," the Committee reported that

> ...this bill furnishes the machinery by which the farm boy and girl can be reached with real agricultural and home economics training. . . . One of the main features of this bill is that it is so flexible as to provide for the inauguration of a system of itinerant teaching for boys and girls (Bliss, 1952, p. 102).

There are the legislative beginnings of 4-H, and here are those of all the educational work that would grow through the years into Extension's broad program in family living:

> The drudgery and toil of the farm wife have not been appreciated by those upon whom the duty of legislation devolves, nor has proper weight been given to her influence upon rural life. Our efforts heretofore have been given in aid of the farm man, his horses, cattle, and hogs, but his wife and girls have been neglected almost to a point of criminality. This bill provides the authority and the funds for inaugurating a system of teaching the farm wife and the farm girl the elementary principles of homemaking and home management . . . there is no more important work in the country than this (Bliss, 1952, p. 102).

Considering the people Cooperative Extension was to serve, we should note here, as well, that the racial scope of Extension work was fiercely debated before the passage of the Act. Even though Knapp and Booker T. Washington had set up an extension effort with agents at Tuskegee Institute, some in Congress (such as Hoke Smith himself) felt that the black institutions were not prepared to send out trained demonstrators, and even that the black population had little interest in education. The Senate adopted an amendment that extension work should be conducted "without discrimination as to race," but the final bill, worked out in

"I became his [Knapp's] devoted disciple. I embraced his teachings and philosophies without reserve and with the ardor and enthusiasm of youth."
—Francis A. Lever

"The ultimate objective was not more and better food, clothing, and housing. These were merely means and conditions prerequisite to the improvement of human relationships, of intellectual and spiritual outlook . . . . The fundamental function of... extension education is the development of rural people themselves."
—*Survey of Land-Grant Colleges and Universities*, A.J. Klein et al. (1930, pp. 440–442).

"[Extension work] is a thing that gives life as it goes. It awakens countrysides and rouses them to take charge of themselves. . . .[Extension is a] truly great and intelligent work."
—Woodrow Wilson (Bailey, 1945, p. 266).

conference between House and Senate, simply left to each state legislature the right to administer the funds as it saw fit. However, when the Act went into effect, there were about 100 black men and women extension agents in 11 states and, according to Alfred C. True, white agents already had done a "considerable amount of work" with blacks. In any case, the original Act was not explicit on the subject of Cooperative Extension and race, and only since the 1960s has legislation clearly directed Extension's work with people of all races and origins by requiring nondiscrimination on the basis of minority status.

Today, the question of the legitimacy of Cooperative Extension programs arises frequently and from many sources, often from one or another special-interest group that has experienced Extension's benefits and would like to sustain that relationship, even if others associated with Extension would be cut off. In that climate of opinion and debate, it is helpful to bear in mind the broad scope envisioned for Cooperative Extension programs in 1914. The range and diversity of Extension programs are far more marked today than ever, from Extension's response to massive societal changes and from additional federal legislation. Fundamentally, however, the Smith-Lever Act itself established Extension with a wide-ranging educational program.

Extension's Methods

Earlier we noted something of the variety of approaches with which the land-grant institutions pursued their own forms of extension work before the arrival of Cooperative Extension, and we reviewed Seaman Knapp's single-handed success at finding a method that really produced changes in people's behavior. As Congress set about to define Cooperative Extension work, much of the debate engaged the institutions on the one side and the advocates of demonstration on the other. And the outcome of the debate, fortunately enough, came down in favor of the person who was to benefit from it all—the ordinary person off-campus who did not take so well to lectures, books, mailed publications, courses, and all the paraphernalia of formal education.

The debate included more than controversy about educational method; in the long run, the issue also involved the "itinerant teacher." In fact, at stake was the county agent system. For, if many college representatives had had their way, extension work simply would have become a curriculum transplanted off campus, with professors functioning as they did in classrooms. The Committee on Extension Work of the Association of American Agricultural Colleges and Experiment Stations recommended that

> . . . large emphasis be placed at once upon those forms of work that represent systematic instruction, or formal teaching. In our judgment, this is to be the great permanent work of the extension department (Bailey, 1945).

Or as Dean Mumford of Missouri put it,

> I see no essential difference in principle between teaching farmers in a college or teaching farmers a mile away from the institution (Bailey, 1945, p. 263).

In short, the colleges themselves needed to be educated about extension education. Seaman Knapp himself had identified the problem when Agriculture Secretary Wilson asked him why demonstration work could not be conducted by traditional educators in a more dignified way with more professionally acceptable standards. Knapp's response was quick, brisk, and perhaps a bit bitter from his long experience with the colleges:

> Three reasons, Mr. Secretary. These gentlemen, number one, don't know anything about farming. Number two, they don't know anything about education. And number three, they don't know anything about people (Bailey, 1945, p. 233).

As the Smith-Lever debate continued, the long-standing conflict between the USDA and the agricultural colleges came

The Legislative Basis for 4–H

In 1953, Congress approved a significant change in the wording of the Smith-Lever Act. The original Act, as we have seen, calls for Extension work in "agriculture and home economics"; since 1953, the Act reads "agriculture and home economics and subjects relating thereto." The report of the House Committee on Agriculture clarifies the congressional intent behind the change:

> The phrase "and subjects relating thereto" is added to the language of the Smith-Lever Act to make certain that the new legislation will authorize all those Extension activities, such as 4-H Club work, education in rural health and sanitation, and similar aspects of the manifold extension program heretofore authorized and now being carried on under existing law.

A debate on the Senate side includes specific reference to 4-H as essential to Cooperative Extension's broad program. Michigan's Senator Homer Ferguson stated his views this way:

> It is my understanding that the omission of this phrase in the bill [4-H Club work] was solely for the purpose of avoiding any implication that phases of Extension work not expressly mentioned would thereby be excluded and that there is no intention to narrow the present concept of agricultural Extension work or to imply that the work of the 4-H Clubs is not to continue. I am sure that all of the senators will concur in my view that the work with our rural youth is of prime importance in the conduct of extension work, and deserves to receive and to continue to receive the fullest attention.

A few minutes later, Senator Edward Thye of Minnesota affirmed Ferguson's viewpoint:

> The statement of the Senator from Michigan is correct, because if we named one [specific Extension program], we would have to enumerate all of them, and to avoid the enumeration of all, the language in the bill was adopted.

And then Thye said, "I would not even be a party to putting so much as a straw in the way of the 4-H Club movement, because of its excellent achievements."

—Based on a paper by Milton Boyce, "Legal Basis for 4-H Work," ES-USDA, September, 1983.

to the fore. Jealousy, mistrust, and, on the colleges' part, fear of federal domination were but the tip of the iceberg compared to the fundamental disagreement about the role of the county agent in the Extension program. From their own experience with Seaman Knapp, USDA insiders had concluded that the demonstration method and the role of agents were far more successful than the college's traditional ways.

Then President Wilson made a fortunate appointment. David Houston, former president of Texas A&M College, became Secretary of Agriculture in 1913, and brought with him to Washington impeccable credentials as a land-grant institution administrator. He also brought his own familiarity with Seaman Knapp and a deep respect for Knapp's methods. In meetings with Smith, Lever, and the AAACES, Houston helped to transcend the conflict by introducing the idea of a cooperative relationship between the colleges and the USDA. This was a genuine attempt to combine the advantages of local initiative and incentive in the conduct of extension work with enough federal oversight to promote efficiency and ensure that federal funds were well spent.

And thus was Congressman Lever able to include, in his report from the House Committee, these words that would help to ensure Extension's success as a *nonformal* educational organization:

> The fundamental idea of the system of demonstration, or itinerant teaching, presupposes the personal contact of the teacher with the person being taught, the participation of the pupil in the actual demonstration of the lesson being taught, and the success of the method proposed.

Extension's Organization

By 1910, extension work had spread over much of the nation, supported in the South largely by the USDA and in the North and West by a myriad of public and private agencies, including particularly the essential source of practical knowledge, the land-grant institutions. In retrospect, it seems inevitable that the channel that would focus and direct the enormous energy of extension education flowed toward a cooperative relationship between the USDA and the colleges and universities.

There were several reasons for what came to be the unique partnership of Cooperative Extension, most of them justifications for the role of the federal partner. For the main opposition to a federal presence in Extension came from a kind of "states' rights" argument based, apparently, on a fear that the federal government would take over or co-opt the institutions' proper educational role. Put simply, the arguments in favor of the partnership were these:

1. Both the USDA and the colleges were already involved in extension work.

2. Federal funds would be appropriated for extension efforts, and federal oversight should follow their use.

3. A coordinated federal and state system, based on mutual planning and reporting, would help to ensure the most efficient use of resources.

Again, the House Committee's hearings on the Smith-Lever bill amplified the points of the debate, suggesting by their tone something important about the relationship that the speakers envisioned.

Booker T. Washington and Seaman Knapp: Interracial Cooperation in Demonstration Work

The following passage comes from *Seaman A. Knapp: Schoolmaster of American Agriculture* by Joseph C. Bailey (1945, pp. 227–228).

Immediately after his first visit to Tuskegee Institute [in 1906], which, along with Hampton Institute in Virginia, had been instrumental in drawing the attention of the Rockefellers and their General Education Board to the South, Knapp made another proposal for cooperation. In a long letter he suggested that funds for a wagon which was traveling about to exhibit better implements to Negro farmers be augmented by the Board to pay for a demonstration agent: "They have only done Institute work, and what they need is to nail the whole proposition to the soil. . . to get the farmer to do the work himself and make a demonstration."

He submitted in writing to Booker T. Washington, president of Tuskegee, the details previously discussed with him and his staff to "unite forces" and funds, employ a man under Knapp's charge "on the demonstration plan," and share credit for the work done among the Negro farmers in adjacent counties. This scheme was readily accepted by the Board and by Tuskegee, and another large group of Southern farm folk was brought into organized acquaintance with the Farmers' Cooperative Demonstration work.

Two Negro agents employed for this work before the close of 1906 were the first of a force which had grown to one hundred by 1914, located in eleven states. . . . Dr. R.R. Moton, successor to Booker T. Washington at Tuskegee, has written, "No other two men have done more for the Negro in the lower South since Emancipation than did Seaman A. Knapp and Booker T. Washington. . . . If what he [Dr. Knapp] contributed to Southern agriculture, economic, and social progress, including relations between the two races, had never been contributed, conditions would be pitiable to contemplate."

Here is W. O. Thompson, President of Ohio State College:

> It looks to us as if we should get closer together, with a better organization, a more efficient expenditure of money, and a better understanding than ever before.... Before the money is expended, the Department of Agriculture . . . and these colleges . . . shall get together in a friendly council, lay out the projects, and provide . . . for the wise, economical, and efficient expenditure of this money (Bliss, 1952, p. 104).

David Houston, then Secretary of Agriculture, also had in mind Thompson's "friendly council" when he emphasized to the House Committee the need for mutual planning to avoid duplication and haphazard activity:

> We have been discussing with the executive committee of the land-grant colleges whether it would not be feasible for each of these institutions to have in hand projects, formulated every year, by which all the institutions, federal and state, can work together. You can easily see how that would clear the air. . . . The thing to do is to have the two work together in close harmony, put their heads together, and adopt a plan (Bliss, 1952, pp. 98–99).

Houston went on to emphasize that the institutions should devise their own "machinery" for doing extension work, and thus he helped to distinguish between the roles of the two partners. After all, the act was to require matching funds from the states for the federal dollars to be appropriated.

Extension's early historian, Alfred True (1928, p. 115), sums up the Smith-Lever Act by saying that it

> ...carries further than any previous legislation a requirement for active cooperation of Federal and State agencies in the planning and conduct of work maintained with Federal and State funds. It also contemplates the extension of this cooperation to take in counties, communities, and individuals. At the same time, it safeguards the use of Federal funds by conferring on the Secretary of Agriculture comprehensive administrative authority.

And what of the county partner? While not included in the federal legislation, over the next decade Cooperative Extension all across the nation received crucial local support, either from private county organizations or directly from county governments. In Wisconsin, for instance, county boards of supervisors responded to their state's enabling legislation of 1911 by matching state funds with direct county contributions for Extension agent salaries. Private organizations in other states gradually adopted the generic name, "farm bureaus," and, through legislation or precedent, they became semiofficial public bodies designed to support and influence local Extension work.

Thus developed Extension's local partner, the county Extension association known variously as the Executive Committee, the Extension Council, or the Extension Board. With the passage of the Smith-Lever Act in 1914, the land-grant educational system, cooperating with the USDA, had won an extraordinary victory—a victory not only for the institutions but for the American people and, ultimately, the people of many countries yet to develop.

The years ahead would see the revolutionary changes in rural life that Knapp and many other leaders had foretold, and many of those changes would come as a direct result of the application of knowledge and intelligence to the problems and possibilities of people's lives. As the president of Alabama Polytechnic Institute said in support of the Smith-Lever Act's passage,

> This sort of constructive work done with the government money seems to me of even more value than what might be called the destructive work of the appropriations for guns and battleships (Congressional Record, 1913).

"The United States launched a system of research and education that more than any other development in our nation has made possible the agricultural and industrial preeminence which has brought our citizens a degree of abundance, and a standard of living, unequaled in the annals of history. Our land-grant system has provided the means and mechanisms for generating new knowledge through research, transmitting that new knowledge through the classroom to oncoming generations, and providing all the people in each state of our nation the latest and best information on agriculture, home economics, and natural resources."—Roy M. Kottman, The Seaman A. Knapp Memorial Lecture, 1982.

A Survey of Cooperative Extension, 1914–Present

1914–1920: Good weather, markets, and prices fostered a prosperous agriculture, and Extension grew steadily, clarifying the roles and relationships between the federal and state partners and gaining local support from farmers' groups (precursors of today's County Extension Board). World War I saw the rapid development of County Extension offices, culminating in a nationwide network by the close of 1920. The Extension agent became, during the war, "the patriotic leader of numerous war campaigns" and "a propagandist of the highest order," according to Extension historian Gladys Baker.

1921–1929: The postwar agricultural depression created the "farm problem" and the not-so-"Roaring '20s" for rural America. Agents most often worked one-on-one with farmers, stressing efficient production and marketing. But the number of volunteers increased substantially (182,000 in 1923), and Extension programs swelled to include rural sociology, child development, public affairs, and drama and music. Gradually, as farm and city people became increasingly interdependent, agents worked more with community groups, less with individuals. In 1923, the Federal Extension Service replaced the original States Relations Service. By 1928, the Extension staff numbered over 5,000.

1930–1940: The "Great Depression" dealt a devastating blow to rural and urban America alike. Extension became the chief means of implementing national program activities directed at the economic preservation of the family farm, the farm family, and rural America. With a service function thrust upon them, Extension staff members spread knowledge about Roosevelt's aid packages for depression victims. Extension also helped establish her sister USDA agencies, including the Soil Conservation Service and the forerunner of the Farmers' Home Administration. By 1938, the Extension staff had grown to 8,682.

1941–1946: World War II ended the depression as the nation made an all-out production effort: Extension agents educated the public about dealing with shortages and rationing and about the war effort itself, training 600,000 "neighborhood leaders"—a man and a woman in every locality—each responsible for contacting 10 to 20 families. "Victory gardens" and "war cookery" took much staff time, and Extension broadened its efforts beyond agriculture and home economics. Its agents held public policy discussion groups all across the country, dealing with the issues of war and the defense of democracy.

1947–1960: Rapid technology development spread across rural America, transforming the family farm into a complex business and the agricultural system into a vast economic/technological network. By 1950, increased production and effective marketing were still top priorities for Extension, but the old aim of engendering a love of rural life gave way to promoting rural people's appreciation of national and international issues. The increasingly complex subjects of home economics began to include a new emphasis on human relationships. Pilot efforts in rural development were undertaken. And Extension staff ranks swelled to more than 11,000 in 1948, almost 15,000 in 1958.

1961–1977: The massive social conflicts growing out of the war in Vietnam and the civil rights movement profoundly affected Cooperative Extension programs. Congress began to use grants-in-aid funding to influence Extension more directly, and program focus shifted to include the problems of the city, low-income people, and minorities. Farmers, who in 1940 had made up 25 percent of the American people, accounted for only 5 percent by 1970, and Extension's clientele broadened to reflect this massive demographic shift. New programs arose, particularly in community resource development, and Congress mandated new initiatives in nutrition for low-income

continued

people, rural development, and urban 4-H programs, among others. Major civil rights equal opportunity efforts were carried out in both Extension staffing and program delivery, and Congress mandated, for the first time, separate federal funding for the 1890 institutions and Tuskegee University.

1978–Present: By 1985, the farm population decreased to 2.4 percent of the population, and the majority of Extension's clientele was now in urban areas. The economic plight of farmers who were suffering from cash flow problems and drastic real property deflation after 1981 resulted in Extension programs on farm family stress management and much greater emphasis on farm business management. Teams or clusters of Extension staff members in various program areas collaborated on problem-solving programs for farm families. At the same time, efforts at broader programming intensified in 4-H, family living, community resource development, and natural resources.

As the U.S. population shifts toward an older age spectrum and family structures and relationships change, Extension is generating new programming in family resource management, family strengths and communications, and issues such as preretirement, health and the elderly, and home-based business. Educational programs on community problems—economic, social, and aesthetic—have kept agents and specialists in key facilitating roles with local groups.

In this period, the videocassette recorder and the personal computer are making a major impact on Extension's programs and staff operations. The ECOP Task Force on Electronic Technology urges "selective adoption" of new technologies, such as videodiscs, and forecasts technology's important supporting role for Extension programs in the future. At the same time, budgetary problems at all three levels of government have created tighter Extension budgets and renewed calls for greater accountability and efficiency. A major system, Accountability and Evaluation, has helped to ensure that Extension's planning targets high-priority client needs and that substantial reports to legislators and the public emphasize the impact our programs have. The 1985 Farm Bill has made explicit Extension's ability to conduct applied research as an educational method.

The Extension staff, now numbering over 16,000, has benefited from new and wider efforts in staff development. Following an ECOP suggestion in 1976, many states established or increased professional staff development positions, and regional and national Extension schools provided more opportunities for in-service professional development. Cooperative Extension program priorities are focused on maintaining flexibility and a broad mission in order to sustain the organization's responsiveness to people's needs—youth, adults, men, women, blacks, whites, Cambodian and Hispanic people alike; the elderly; low-income people; those who live in the cities, suburbs, and country—and in all of the educational areas that have become a part of Extension's domain: agriculture, natural resources, family living, 4-H and youth, and community resource development.

—Adapted and enlarged from *Extension Committee on Organization and Policy*. NASULGC Publication. Washington, D.C., 1985.

Extension's Mission Through the Years

Through the Second World War, Cooperative Extension grew and expanded so that, in 1948, the Extension staff numbered over 11,000 members. With its broad legislative mandate, and with a staff of educators assigned to "hustle among the people," as Seaman Knapp said, and to stay in close touch with their needs, Cooperative Extension took advantage of its unique opportunity to "percolate knowledge" all through the people on the land. (Bailey, 1945)

With the postwar period, however, came fundamental social changes that brought significant changes to Extension, changes encouraged and driven by a series of powerful studies and reports over the past four decades.

We have seen the broad vision for the nation that infused the Smith-Lever Act: that Cooperative Extension should serve, in the words of Roosevelt's Country Life Commission, "all interests of country life." The legislation is naturally a major force in the evolving mission of Cooperative Extension. But there is another force that acts on Extension, as well, and it also works to broaden Extension's mission for us today.

The 1946 Report of the Committee on the Scope of Extension's Educational Responsibilities, familiarly called the Kepner Report, was the first in a series of ES-USDA studies to encourage a broader focus for the CES.

> The forces of public opinion and public desire . . . are at least equally as significant as the early interpretations of the original enabling legislation in determining the fields of interest in relation to which Extension should render educational assistance,

the Committee said. Encouraging a move beyond Extension's recognized boundaries, the authors of the Kepner Report held that Extension's responsibility must include all the people, "irrespective of their place of residence, age, economic status, group affiliations, or other factors."

In their report, the Committee called particular attention to the societal changes wrought by World War II, noting changes in many of the people's "basic attitudes, values, and relationships." American society was growing increasingly complex, the cities had swollen with people migrating from the farm and from other countries, too, and American interests now extended well beyond the nation's borders. New Extension initiatives were required in economic issues and public policy, marketing and distribution, and in social relationships and cultural values, so that America's understanding would encompass the increasingly *urban and international dimensions of the postwar world*.

Two years later, in 1948, the *Joint Committee Report on Extension Programs, Policies, and Goals*, produced by the USDA and the Association of Land-Grant Colleges and Universities, encouraged the expansion of Extension's programs. Noting that the problems of farm, home, and rural life "should continue to constitute the basic core of Extension work," the Joint Committee underscored the "interlocking interests of all groups of society," and said that Extension must help people deal with problems of public policy—local, national, and international—and of human relations, even though such problems are "less tangible and more controversial" than those Cooperative Extension had traditionally tackled.

By 1958, when the Extension Committee on Organization and Policy (ECOP) published its report on the increasing scope of Extension education—since called the "Scope Report"—the tempo of change in American life had accelerated, and even more accelerated change appeared likely. Cooperative Extension, increasingly asked to serve more people and more varied groups, continually had to focus on shifting areas of need, to become even more responsive to its clientele. Here is the substantial list of

priorities the Scope Report authors recommended for Extension:

- efficiency in agricultural production and marketing, distribution, and use;
- conservation and use of natural resources;
- farm and home management with a "unit approach";
- family living;
- youth development, through real-life learning activities and career counseling;
- leadership development;
- community improvement and resource development; and
- public affairs.

The Scope Report Committee also emphasized Extension's increasingly comprehensive clientele, rapidly expanding from its core of farm and nonfarm rural residents and commodity groups to include the entire agricultural infrastructure and urban residents as well. It then pointed to the major operational problem Extension faced and still faces: "how to allocate its time and resources so that the highest priority needs of those other than farm people are given appropriate attention."

A decade later, in 1968, a Joint USDA-NASULGC Study Committee on Cooperative Extension produced *A People and a Spirit*, in which it recommended "a broadened and redirected" Extension Service to meet the public's changing needs and serve more people with fewer resources. (NASULGC, which is almost pronounceable as a word, is the newest name of the venerable organization that represented the land-grant colleges in support of the Smith-Lever Act. Currently, it stands for the National Association of State Universities and Land-Grant Colleges, and the organization continues to play an important national role in support of the entire land-grant system.)

In *A People and a Spirit*, the writers pinpointed several national and international trends that bore directly on Extension work. Since those trends are still in evidence today, they are particularly worth noting:

1. Growth in agricultural technology has drastically cut manpower needs and increased capital investment; thus, Cooperative Extension must increase its emphasis on farm business management and marketing.

2. The massive rural-to-urban migration in the U.S. has caused an increasing interrelationship of rural and urban problems, and Extension must include both rural and urban areas in its domain.

3. People not in the mainstream of business and technology are falling behind; Extension must adjust and expand its programs for low-income and disadvantaged people, to help them move into America's mainstream (much as the first agents had done specifically for farmers at the turn of the century.)

4. Developing countries around the world are in dire need of the self-help programs Extension education provides. Extension should give additional emphasis to international understanding and, where possible, support to other U.S. agencies responsible for international work.

Briefly listed, the Committee recommended that, within its total effort in agriculture, Cooperative Extension should give far heavier emphasis to:

- business management and marketing education,
- economics and business management in all program areas,
- low-income farmers,
- community resource development,

Education and Democracy

Implicit in all the legislation that created and sustains the land-grant system, including Cooperative Extension, is the political conviction that a free and open society depends on an informed, participating citizenry. Here are several quotations from education theorists on aspects of the importance of education in a democratic society. (From the *Kettering Review*, Fall, 1985.)

"It cannot be doubted that in the United States the instruction of the people powerfully contributes to the support of the democratic republic; and such must always be the case. ...The American learns to know the laws by participating in the act of legislation; and he takes a lesson in the forms of government from governing. The great work of society is ever going on before his eyes and, as it were, under his hands."—Alexis de Tocqueville, *Democracy in America*

"Men live in a community by virtue of the things which they have in common; and communication is the way in which they come to possess things in common. What they must have in common in order to form a community or society are aims, beliefs, aspirations, knowledge—a common understanding."—John Dewey, *Democracy and Education*

"When people think about leadership the image that most often comes to their minds is of a General Patton, riding out ahead, leading nervous but faithful followers into the unknown. . . . [But] the real leader is an educator —one who develops and stimulates the public's awareness of a need and who coaches an appropriate response."—Estus Smith, former Vice-President for Academic Affairs, Jackson State University, Jackson, Mississippi

"There is little talk today about the connection between public education and freedom. . . . Yet this is a time when what we think of as civilization is being ripped apart across the planet by terror, torture, and totalitarian controls. It is a moment when we are instructed daily in the fragility of human rights, in the tenuousness of both freedom and democracy. To speak of freedom is to hold in mind the human capacity to orient the self to the possible, to posit alternatives, to look at things as if they could be otherwise.

"It would seem to me that educators, on principle, would want to take a stand against what threatens our way of being in the world; yet the matter seldom enters discourse on education today. . . .

"People are withdrawing from a public culture perceived as meaningless; they are building barricades around their private spaces rather than engaging in expanding associated relationships. . . . On all sides we find the networks of obligation beginning to unravel. Deprived people, distraught people, victims of fire, unemployed workers, women in need of day-care centers, abused children, Haitian refugees: all appear on the nightly news—to be seen. . . . There *is* no space where human beings, speaking and acting in their plurality, can appear before one another and realize the power they have simply in being together.

"The diverse perspectives that create the reality of the public space cannot include those that reject dialogue, encourage sexism or racism, insist on one-dimensional certainty. The idea of a plurality, like the idea of pluralism, allows for diverse and distinctive ways of seeing and hearing. It allows for the sounds and tones of voices seldom listened to, even today: the voices of women, immigrants, children, minorities, strangers of all kinds. But their being together in a public space is for the sake of coming in touch with the common, of making something audible and visible in between."—Maxine Greene, Professor of Education, Columbia University, New York

- natural resources programming,
- the quality of family life, and
- disadvantaged young people and adults, potential school dropouts, unemployed and out-of-school adults, and young families.

To accomplish all this, the Joint Committee recommended that, wherever possible, Extension should enlist the aid of agribusiness firms, asking them to take over Extension's past emphasis on production and husbandry, thus allowing CES to focus on economics and business management. To include both rural and urban areas in its domain, Extension needed to include new youth in new kinds of 4-H work, employ more program aides to reach the underprivileged, and learn to make its staff more efficient. In the text of *A People and a Spirit*, committee members urged increased attention to staff development, particularly in the use of new teaching technologies, communication systems, and teaching methods.

At the same time, Extension should broaden its own resource base, both on and off the campus. Just as initially the college of agriculture had provided the central base for Extension, so now *all the colleges* in the land-grant institutions should serve the Extension cause. Off campus, Extension needed to forge new linkages with other state institutions and seek improved relations with city and county governments.

Extension in the '80s: A Perspective for the Future of the Cooperative Extension Service

This 1983 report, by a joint USDA-NASULGC Committee on the Future of Cooperative Extension, carried further many ideas expressed in earlier reports and, in the process, showed that the earlier forecasts about the increasing speed of change in American life were indeed accurate. The authoring Committee warned that, "a reevaluation of Extension's operations" is required by a staggering number of changes, equally staggering in their complexity:

- a more specialized, mechanized, large-scale agriculture, with interdependence of services, supplies, and transportation;
- families in flux, with more single-parent families and working women;
- changing residence patterns, increased mobility; more farmers living in cities and villages, more city workers living in villages and the country;
- more farm people holding part-time and full-time off-farm jobs; more part-time farming;
- changes in governmental systems, roles, and impacts on people, communities, and institutions;
- changes in health and nutrition, and new lifestyles;
- different societal values, affecting the aspirations of young people;
- changes in land and water use; greater pressures on land, waterways, forests;
- continuing immigration of foreign nationals to the U.S.;
- major changes in foreign trade and foreign relations;
- rising levels of formal educational attainment for many, and increasing need for lifelong education for all;
- rapid and comprehensive changes in the knowledge base in all fields; and
- changes in the media and institutions from which people secure knowledge.

The body of the report, *Extension in the '80s*, included recommended priorities within the six major areas of Extension's focus. Special attention must be given to the economic struggles within the agricul-

How America Has Changed Since 1910, and Some Projections for the Future

Statistical Information

Total U.S. population has grown from 92.4 million in 1910 to 236.6 million in 1984. Projections for the year *2000* range from a 10 to 20 percent increase beyond the 1984 census—*from 256 to 281 million people*.

In 1910, America's rural population stood at nearly 54 percent of the total population; by 1980 it had shrunk by half, to 26 percent. The 1910 farm population included almost 35 percent of all Americans; by 1980, farmers accounted for less than 3 percent, and by 1985, just 2.4 percent.

In 1910, there were almost 6.4 million farms in America, with an average of 139 acres/farm. By 1982, the number of farms had decreased to 2.2 million, and averaged 440 acres/farm.

Even more striking, *The Kiplinger Washington Letter* predicts that, by the mid-1990s, **only 200,000 farms will raise 90 percent of our food**, whereas it took 650,000 farms to do that in 1985.

In 1910, 89 percent of the U.S. population was white. **Racial minorities** made up only 11 percent of the population, of whom 10.7 percent were black. By 1990, blacks will comprise 12.2 percent of the citizenry, or about 30 million persons, and Hispanics will account for a full 7 percent or 17 million. **By 1990, almost 1 out of 5 Americans will be black or Hispanic,** according to *American Demographics*. And **by 2020, we will be a nation that includes 44 million blacks and 47 million Hispanics!**

Adding Native Americans and Asian-Americans to the blacks and Hispanics, says Harold Hodgkinson in his 1985 booklet, *All One System*, will mean that **"by around the year 2000, America will be a nation in which one of every THREE of us will be nonwhite."**

Poverty continues to plague almost 35 million Americans. Of those, about 40 percent, or 14 million, are children.

Americans are living longer and the population is swelling in the elderly age group. In 1910, only 4 million people (4.3 percent) had reached age 65; by 1983 those 65 and over numbered 27.4 million (11.7 percent). And by 2000, 13 percent of the U.S. population will be 65 or older, climbing to over 21 percent by 2030.

Everyone knows that the basic American social unit has always been the family. No longer, according to *Megatrends* author John Naisbitt (1984). Society's "basic building block" is becoming the individual, since **1 in 4 Americans now lives alone as a single-person household** (compared to 1 in 10 in 1955).

Further, in a recent study, *The Nation's Families, 1960–1990*, these figures were projected for the **family in 1990** (Naisbitt, 1984):

- Husband-wife households with just one working spouse will account for only 14 percent of all households (compared to 43 percent in 1960)
- At least 13 separate kinds of households will stand beside the conventional family with such categories as "female head, widowed, with children" and "male head, previously married, with children."
- Over one-third of the couples first married in the 1970s will have divorced; over one-third of the children born in that decade will have spent part of their childhood living with a single parent.

Finally, between now and the year 2000, **more than 90 percent of new American jobs will be in "services."** *The Kiplinger Washington Letter* predicts that "technology will eat into factory [and farm] labor but create millions of other jobs" in computing, engineering, health, telecommunications, accounting, and finance. (From *The Kiplinger Washington Letter,* December, 1985).

continued

You can augment these general statistics by checking recent census data for your state and county. How has the population changed in your area over the past century? The past 20 years? Five years? Your local or university library is a good place to begin getting acquainted with your clients!

Figures 1 through 9 illustrate more dramatically some of the changes that have already transformed America and will continue to transform it in the future.

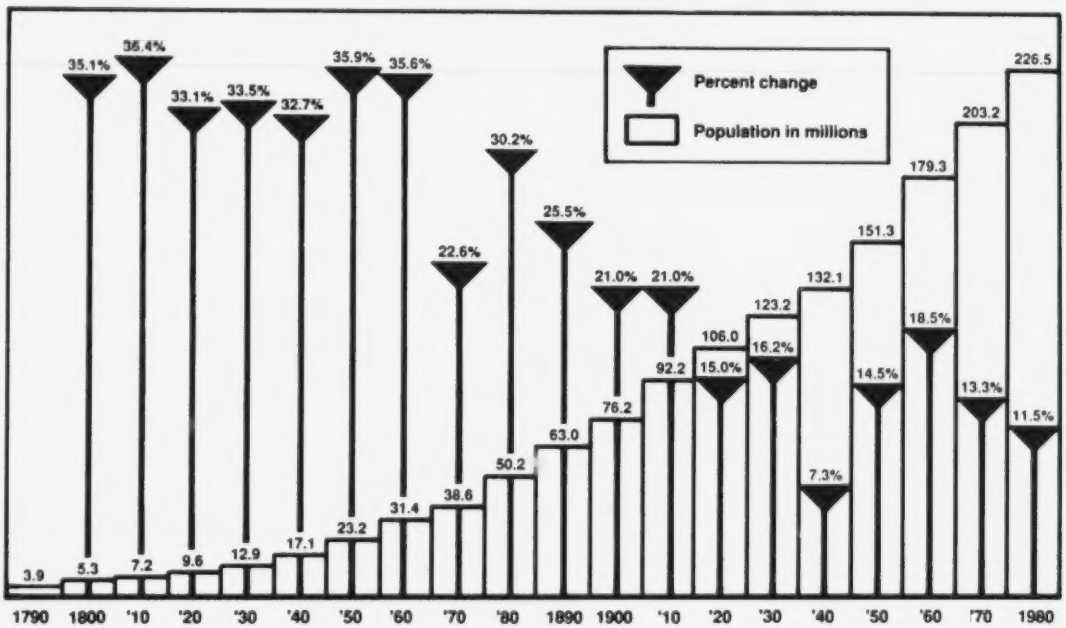

Figure 1. Total population and percentage change from preceding census for the United States: 1790 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

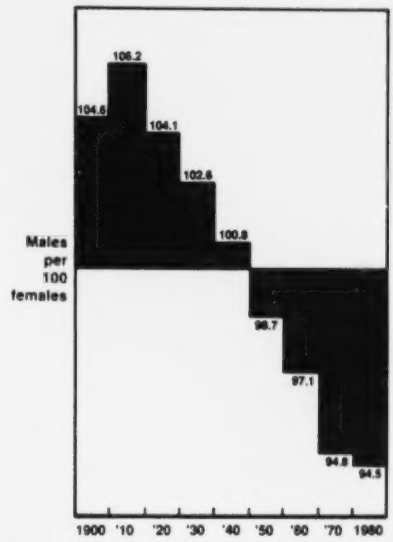

Figure 2. Sex ratio: 1900 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

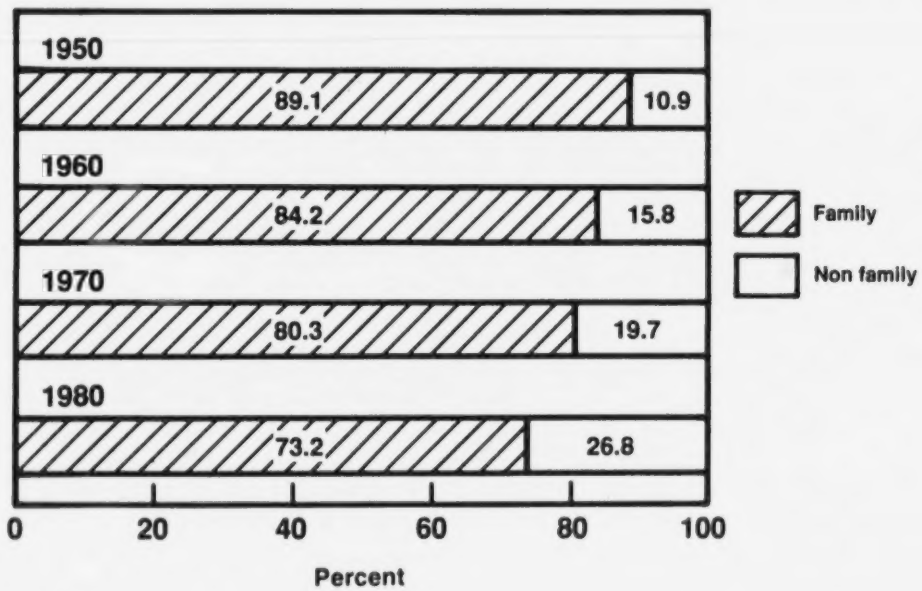

Figure 3. Family and nonfamily households as a percentage of all households: 1950 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983. [*Note:* "Family households" include those where family members live together, including single-parent families, and may include nonrelatives; a "nonfamily" household occurs when a person lives alone, or when a householder lives with other unrelated individuals.]

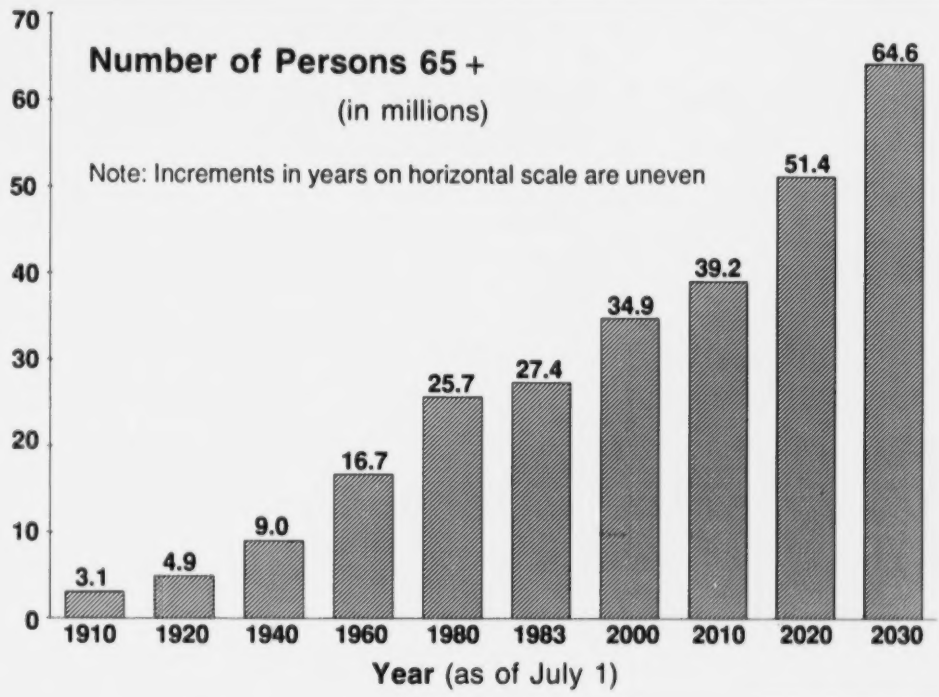

Figure 4. Number of persons 65 + : 1900 to 2030
Source: Brochure entitled "A Profile of Older Americans, 1984." Washington, D.C.: American Association of Retired Persons, 1984.

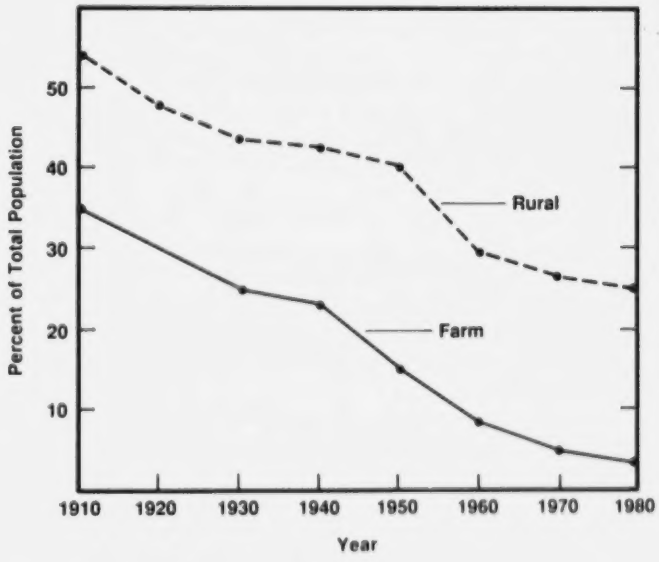

Figure 5. Farm and rural population, 1910 to 1980
Source: Warner and Christenson (1984, p. 8).

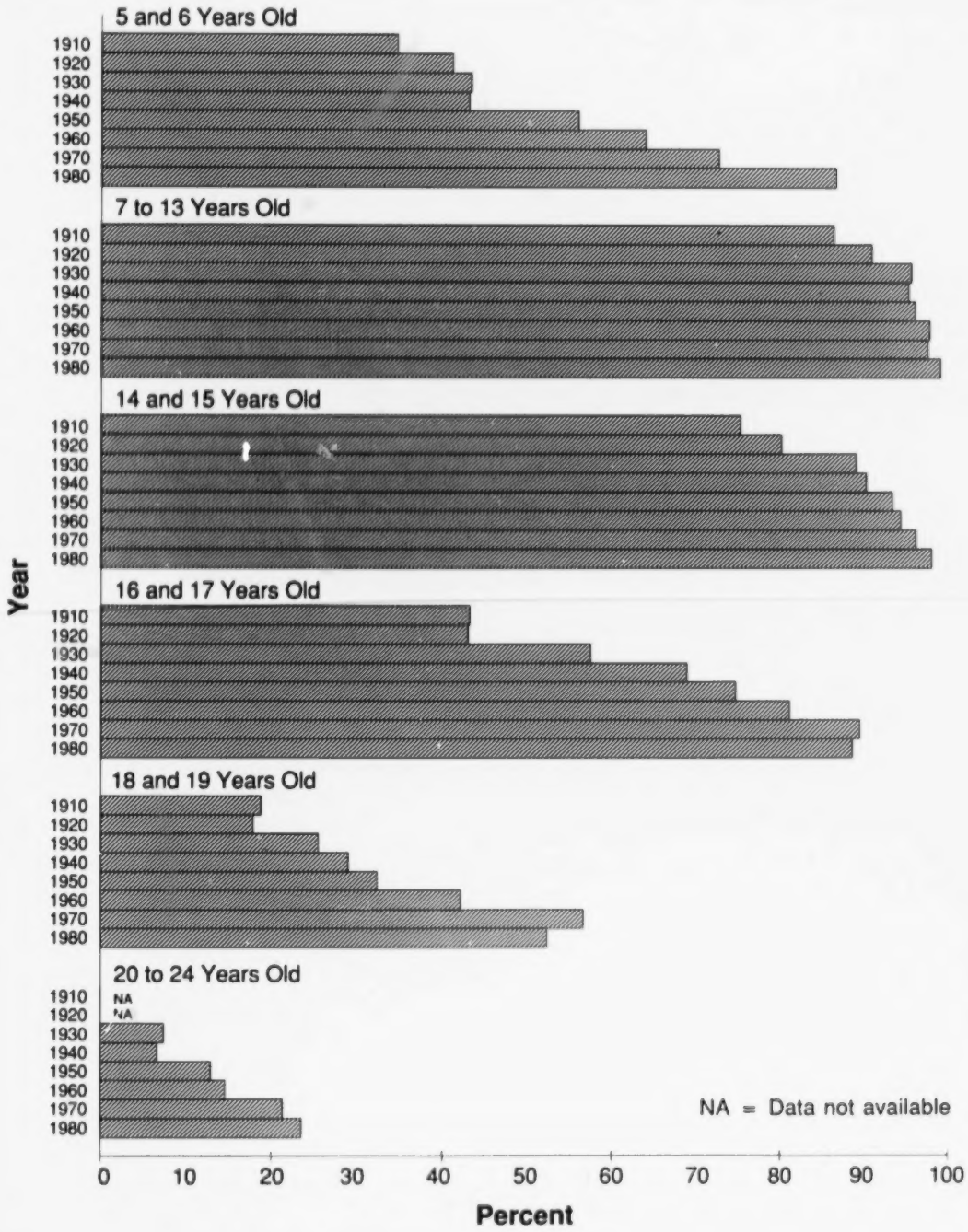

Figure 6. Percentage enrolled in school by age: 1910–1980.
Source: *1980 Census of the Population,* "General Social and Economic Characteristics: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

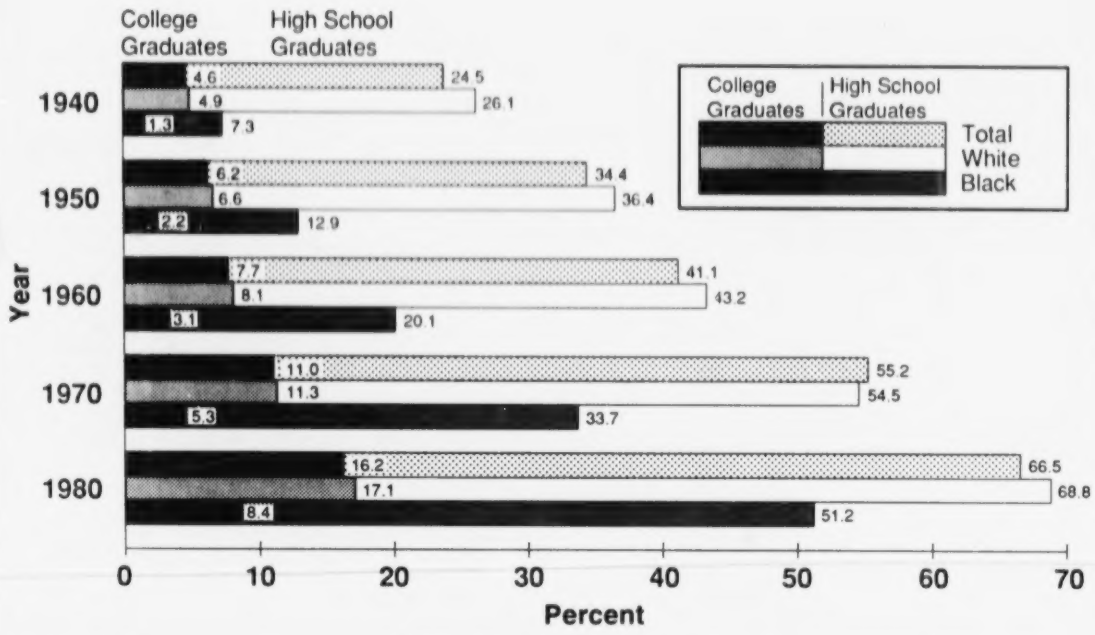

Figure 7. Percentage of persons 25 years old and over who were high school graduates and college graduates, by race: 1940 to 1980
Source: Warner and Christenson (1984, p. 8).

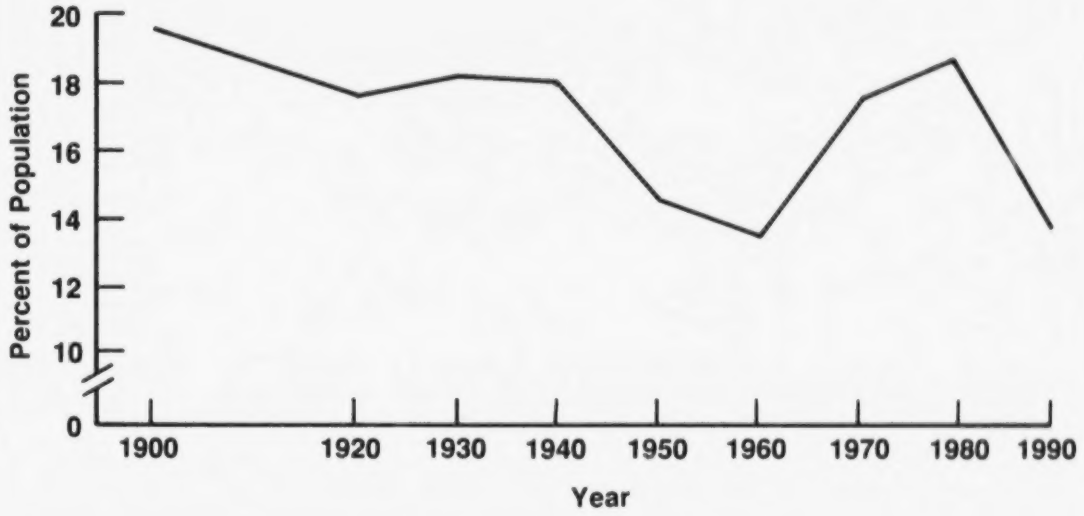

Figure 8. Youth aged 15 to 24 as a percentage of total population
Source: Skidmore (1983, p. 263).

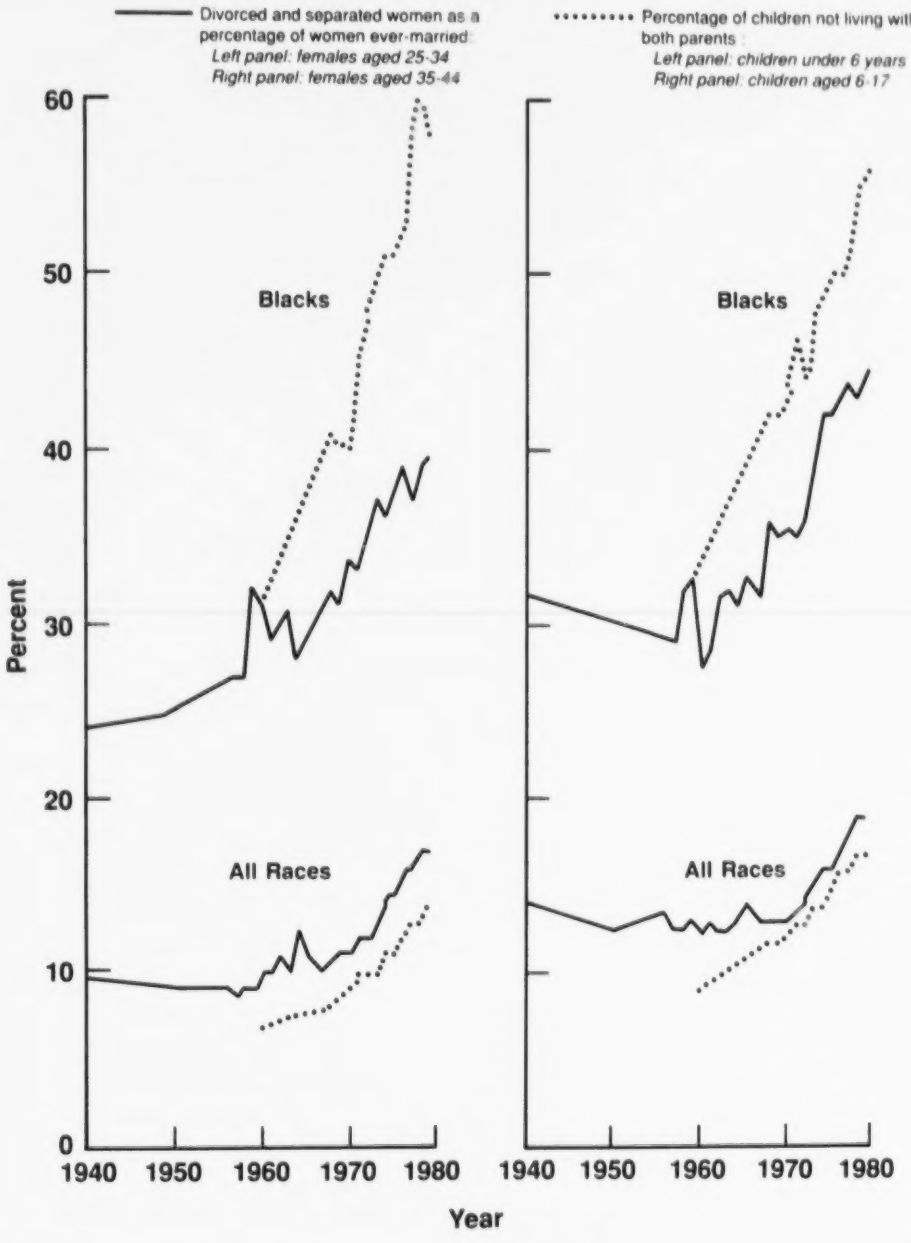

Figure 9. The impact of marital dissolution on the presence of parents in children's homes. Among both whites and blacks, the rising incidence since 1960 of divorce and separation among couples in the reproductive ages (solid lines) has caused a corresponding increase in the proportion of children not living with both parents (broken lines). Most of these children are living with their mothers.
Source: Skidmore (1983, p. 63).

tural system, particularly in view of the projected 50 percent increase in the world's demand for food and fiber by the end of this century; to educational programs for improved decisionmaking in the management of our natural resources and the environment; to the need for strong small community and small business leadership; to stronger families through leadership development and volunteer training in both rural and urban areas; to the development of young people everywhere and in all socioeconomic groups, with even greater use of aides and volunteers in program management; and to increased international understanding within the U.S. as the countries of the world continue to move toward increased interdependency and mutual impact.

In support of these priorities, the writers of *Extension in the '80s* called for strengthening each of the partnerships that comprise Cooperative Extension, most notably the state partner. The Committee declared, "we believe that administrators and faculty of land-grant universities must place lifelong learning on a plane equal to that of research and preparatory education." By calling for greater support for Cooperative Extension in its primary home, the Committee reasserted the essential, historical role of Extension, integral to the land-grant mission.

Legislative Additions to Cooperative Extension's Mission

Alongside the foregoing sequence of national Extension reports (and with some influence from these special committee reports) federal legislation in the recent past has had considerable impact on Extension educational work. Increasingly in recent years, without encroaching on the long-established principle that Extension programs should, in general, be determined in the states, Congress has provided funds for specially targeted Extension programs. The following programs are subject to change each year, based on congressional appropriations; and if those funds were not approved, and if individual states did not choose to provide substitute funds, these programs would cease to exist.

Revisions in the Smith-Lever Act: Revised many times since 1914, often to define exactly the level and distribution of federal funds for Extension, the Smith-Lever Act now specifies the inclusion of **solar and rural energy** in CES subject matter.

More important, Congress made explicit the long-inferred inclusion of **rural development** in Extension work, and in 1972 and 1980 authorized federal expenditures for CES rural development programs. These programs most recently have centered on economic development and public decisionmaking education, especially among local government officials. In 1973, Congress earmarked funds for **4-H programs in urban areas** and for **4-H rural community development.**

EFNEP—Expanded Food and Nutrition Education Program: Launched in 1968, EFNEP provides nutrition information to low-income families and encourages sound nutritional practices through the work of Extension paraprofessionals.

IPM and CPM—Integrated Pest Management and Cotton Pest Management: Both programs attempt to streamline pest control with a minimum of resources, costs, and environmental damage; CPM is active in 11 southern states, IPM in all states and Guam, Puerto Rico, and the Virgin Islands.

PIAP—Pesticide Impact Assessment Program: This program evaluates the risks and benefits of selected pesticides for forestry and agriculture; the resulting information also is used by the U.S. Environmental Protection Agency.

PAT—Pesticide Applicator Training: Aimed at commercial and private pesticide applicators, this program teaches safe and proper pesticide use in order to

"We [intended to] place the responsibility for the actual conduct of [Extension] work at the college. There was not to be a centralized and dominating agency, to avoid any possibility of forcing on the States programs not readily adapted to the needs of the people."—Report of the U.S. House of Representatives, 1914

save lives, time, and money, and to minimize adverse effects on the environment.

FS—Farm Safety: Farm and ranch residents have an accidental death rate 58 times higher than the nation as a whole. Congress has authorized funding, specifically to Cooperative Extension, to help reduce that rate through education.

UGP—Urban Gardening Program: Twenty-one cities participate in this special program for low-income residents, in which they are taught gardening and food preservation, largely through the help of trained volunteers.

Farm Financial Management: As the financial crisis in agriculture has deepened, Congress has authorized funds for a pilot project, supplementing funds for states already responding to the problem.

RREP—Renewable Resources Extension Program: A comprehensive program in forestry with more than one-half of its emphasis on forest management; an additional one-third on forest harvesting, processing, marketing, and fish, wildlife, and range management; and the balance focused on environmental management, public policy, and outdoor recreation.

RDCS—Rural Development Center Support: In the Rural Development Act of 1972, Congress established four regional rural development centers at Cornell, Iowa State, Oregon State, and Mississippi State universities. All serve as clearing houses for rural development activities in their regions.

In the Food Security Act of 1985, Congress made two noteworthy amendments to the Smith-Lever Act. First, the definition of Extension work was broadened to include specific mention of the "development of practical applications of research knowledge," in addition to instruction and demonstration. This reference to applied research clarifies a longstanding Extension role. Second, Congress authorized the federal partner, ES-USDA, to conduct educational programs on its own initiative, supported by the Secretary of Agriculture.

To reflect on the reports and legislative acts of recent years is to realize how much Cooperative Extension has grown into a truly multipurpose institution with the extraordinarily broad mission of nonformal educational work with people who are not resident students. By public demand, expressed in the county and state offices of CES and in the halls of Congress, Extension has tried to enlarge its scope and broaden its impact as a dynamic, flexible, and responsive organization.

Cooperative Extension at a Crossroads

A public organization as large and influential as Cooperative Extension cannot escape scrutiny, criticism, and pressure to change. In fact, the very nature of the partnership and the involvement, by design, of lay people ensures a constant reexamination of Extension's purpose and programs. **Debate is endemic to Extension, and Extension staff members should welcome from others and offer their own criticism and recommendations about Extension's mission and direction.**

In the past two decades, several powerful studies have questioned aspects of the CES organization, mission, clientele, and programs. Frequently the questions about Extension arise from broader concerns about the land-grant higher education system, and always the issues center around Extension's role as a largely tax-supported institution.

The first major criticism of Cooperative Extension came from an independent advocacy group, the Agribusiness Accountability Project, which published in 1973 Jim Hightower's *Hard Tomatoes, Hard Times*, a scathing critique of the entire land-grant system. Hightower attacks the extent to which "the system has, in fact, become the sidekick and frequent servant of agriculture's industrialized elite." The

The 1981 Legislative Mandate for Extension's Mission

The following quotation is from Title XIV—National Agricultural Research, Extension, and Teaching Policy Act Amendments of 1981, Public Law 97-98, December 22, 1981:

Under Section (e), Promotion of the Health and Welfare of People:

"The rapid rate of social change, economic instability, current energy problems increase the need for expanded programs of research and Extension in family financial management, housing and home energy consumption, food preparation and consumption, human development (including youth programs), and development of community services and institutions."

Section 1404, Definitions, includes the following amendment to the Act of 1977:

"(1) Amending paragraph (8) to read as follows:

The term 'food and agricultural sciences' means basic, applied, and developmental research, Extension, and teaching activities in the food, agricultural, renewable natural resources, forestry, and physical and social sciences, **in the broadest sense of the terms,** including but not limited to, activities relating to:

(a) agriculture, including soil and water conservation and use, the use of organic waste materials to improve soil tilth and fertility, plant and animal production and protection, and plant and animal health;

(b) the processing, distributing, marketing, and utilization of food and agricultural products;

(c) forestry, including range management, production of forest and range products, multiple use of forest and rangelands and urban forestry;

(d) aquaculture;

(e) home economics, including consumer affairs, food and nutrition, clothing and textiles, housing, and family well-being and financial management;

(f) rural community welfare and development;

(g) youth development, including 4-H clubs;

(h) domestic and export market expansion for United States agricultural products; and

(i) production inputs, such as energy, to improve productivity."

land-grant institutions have bought into the values of agribusiness, he maintains, especially those of mechanization, efficiency, and money. The result for Hightower has been "a radical restructuring" of rural and urban America, agriculture becoming so capital intensive that smaller operators have been squeezed out. **Hightower argues that Extension has become the handmaiden of large companies, preoccupied with efficiency, production, and sales. Thus CES has largely forgotten its mandate to serve rural people—small farmers, families, consumers, and particularly the rural poor.**

Given such criticism and the general broadening of Extension programs we have already reviewed, Congress itself became involved in the controversy. In the 1977 Food and Agriculture Act, Congress mandated a comprehensive evaluation of Cooperative Extension and, in 1981, the General Accounting Office (GAO) published its report to Congress, titled *Cooperative Extension Service's Mission and Federal Role Need Congressional Clarification*. In contrast to

A Sampler of Current State Extension Mission Statements

Maine: "The mission of the Cooperative Extension Service is to enable Maine people to acquire the knowledge, attitudes, skills, and aspirations needed to direct their own lives, manage their personal and shared resources, and cooperate with others to influence the course of social, economic, and cultural changes. CES fulfills its mission through its informal educational activities, providing research-based information and a problem-solving process to meet mutually agreed-upon needs."

Missouri: "The University Extension mission is to extend the educational resources and knowledge base of the University to the people of Missouri. Extension is an integral function of the entire University and includes cooperative extension and continuing education."

Montana: "The Cooperative Extension Service is charged with disseminating useful information to citizens throughout the state, and assisting them in applying the information to the everyday problems and concerns of man. From the beginning, Extension's mission has been problem-oriented, rather than credit-oriented, education."

North Carolina: "The mission of the North Carolina Agricultural Extension Service is to disseminate and encourage the application of research-generated and practical knowledge to develop life skills for individuals, families, communities, and business. Extension carries out this mission by having local people help plan, implement, and evaluate programs that directly affect their welfare."

Vermont: "The mission of the University of Vermont Extension Service is to improve the quality of life for Vermonters."

Washington: "The five-part mission of Cooperative Extension is to assist the people of Washington State in making informed decisions through research- and experience-based educational programs, to improve agriculture and natural resource management, to improve capabilities of individuals and families, to aid communities in developing and adapting to changing conditions, and to provide developmental opportunities for youth."

Wisconsin: "The mission of the Cooperative Extension Service is the education of Wisconsin citizens through extension of the research and knowledge base of the University system, the land-grant system, and the U.S.D.A. . . .

"CES's ultimate goal is achieved when citizens gain a better understanding of the problems they face in their families, jobs, farms, businesses, and communities, and when they apply knowledge that helps them solve those problems."

Hightower's specific criticisms, the GAO calls attention to Extension's general diversity: CES is "active in rural, urban, and suburban communities and includes programs in social and economic problems and cultural, recreational, and leisure-time activities." **Its recommendations to Congress are far-reaching, urging an updated mission statement, a review of the federal partner's role in providing national direction to the Extension program, a clear definition of Extension's proper audiences and programs, and a more adequate and consistently implemented system for planning, evaluation, and accountability.**

In 1984, in this climate of probing inspection and recommendation, a study appeared that, according to one reviewer, "just may be the most important book on the Cooperative Extension Service ever published." Paul Warner and James Christenson of the University of Kentucky, supported by grants from the ES-USDA and the Ford Foundation, published *The Cooperative Extension Service: A National Assessment*, "the first comprehensive nationwide public assess-

ment" of CES. This wide-ranging book, based on a random national survey of the American public, provides a touchstone for Extension today, and the authors raise the most critical questions as the debate continues. Noting that "Extension is drifting in the winds of conflicting expectations and changes in resource allocation," Warner and Christenson (1984, pp. 146–147) urge rational policy considerations that will "chart a course" for CES, and enhance its relevance to a changing society:

> Extension has been and continues to be an important information agency and stands at a crossroads in this evolving age. Either Extension can anticipate such changes and be an important agent of change, or it can ignore them and be dragged "kicking and screaming" into the information age. Extension can shape its own destiny, or it can allow its future to be molded by others.

That is the challenge—to us as Extension staff members, most especially, and to those involved in Extension and to decisionmakers at all levels. And it provides an extraordinary opportunity to participate in the continuing reinvention and recreation of Cooperative Extension.

Extension education was born out of people's need for information and intelligence in their pursuit of life's basic and higher necessities—food, clothing, shelter, health, comfort, self-esteem, independence, cooperation, and fulfillment. Cooperative Extension grew out of the nation's need for a well-fed, well-supplied, happy, and self-governing people. Today, at a crossroads, CES must heed those essential human values as it seeks to stay true to the people by transforming itself in the context of society's transformation.

We in Extension might ask ourselves: what needs today are as fundamental to the lives of people as the needs that created Cooperative Extension?

Or think of it in another way: if the Smith-Lever Act were written today, what should it say?

Aspects of Extension's Transformation

What is happening and what will happen in and to Extension are many internal and external events, some small, some large and widely influential, but all working to redefine and recreate the organization. Here are a few of the major forces we see at work:

1. A New Call for a Revitalized Land-Grant Institution, Redirected Toward Its Original Mission.

Many educational leaders, in recent speeches and papers, have begun to call attention to the drift away from the land-grant mission. Some of the chief critics have included Russell G. Mawby, Board Chairman and Chief Executive Officer of the W. K. Kellogg Foundation, which has acted over the years as a major private contributor to land-grant institutions and Extension, in particular. In his 1983 Seaman A. Knapp Memorial Lecture, titled "Agricultural Scotoma: A Limiting Vision of the Future," Mawby used the disease, scotoma—a dimness of vision, a blind or dark spot in the visual field—as a way to describe the land-grant system's resistance to launching new initiatives in areas of "current vital public concern." Norman A. Brown, former Director of Extension in Minnesota and currently president of the Kellogg Foundation, also voiced his concern about "Revitalizing the Land-Grant University," in an address to the American Association of Adult and Continuing Education (AAACE) in late 1985. Daniel G. Aldrich, Jr., former Chancellor of the University of California, Irvine, argued in his 1985 Justin Smith Morrill Memorial Lecture that the land-grant institutions need to attract the very best students to meet the challenges to agriculture and natural resources in the twenty-first century. Aldrich also spoke eloquently of Extension's need to tap *all* the colleges and departments of the modern land-grant institution for the good of its programs.

In a highly influential paper, G. Edward Schuh, Head of the University of Minnesota's Department of Agricultural and Applied Economics, deplored the land-grant faculty's swerve away from a mission orientation—addressing the real problems of people—to a discipline orientation—pursuing basic research without regard for its relevance to people's lives. Schuh called for a new sense in the land-grant institution of its essential role.

Finally, Frank Newman, president of the Education Commission of the States, pointed out in a 1985 Convocation Address at the University of Maine in Orono that the land-grant institutions recently have tried to imitate the very university model that they were created to differ from. He charged that the lure of basic research and professional recognition has turned the land-grant faculty away from applied research, and that all parts of the system have become complacent, no longer providing leadership where new ideas are badly needed—in businesses, families, and public policy. Newman pointed out three specific areas that the land-grant institutions must address for the twenty-first century. Since all are of crucial importance for Cooperative Extension, we list them here, with examples:

- **Fundamental economic changes as the old American industrialism is replaced by a service and information economy, as the international economy increasingly influences every part of American life, and as the revolution in technology affects the quality of our knowledge, relationships, and ability to understand and solve problems.**

How, Newman asks, can the land-grant institutions help to create new jobs in entrepreneurial spheres? Do we encourage creativity and risk taking?

- **More sophisticated state and local governments, with far wider issues and responsibilities than they have had to deal with in the past, and an increasing need for improved decisionmaking at all levels.**

Land-grant faculties have been too fearful or confused about their institutions' role in debate, desiring to give answers rather than facilitate the problem-solving process. The university can have a major impact on public decisionmaking.

- **More, and more complex, social and environmental issues.**

Newman notes the revolutionary changes in the family, including, for example, the fact that in the mid-1980's, 650,000 babies were born to unwed American teenagers; and major environmental issues raised by toxic waste and nuclear waste problems. How can the land-grant institution help the public address these complex issues?

2. A Major Effort to Increase Cooperative Extension's Accountability

Responding to the portion of the 1977 Farm Bill in which Congress mandated a national evaluation of Cooperative Extension, the Extension Committee on Organization and Policy (ECOP) named a task force that created a new nationwide system for Extension's planning and reporting in 1981. The ensuing *Report of the National Task Force on Extension Accountability and Evaluation* (1981) is briefly summarized in the paragraphs that follow.

The Accountability and Evaluation (A&E) System represents Extension's effort to plan educational programs that address high-priority needs of people, particularly those in which genuine change will occur. Rather than hold a formal planning process each year, as CES used to do, the A&E system builds a four-year planning cycle based on major programs in the states. All Extension staff members contribute to the process, which includes the views of county, state, and federal partners; professionals; lay citizens; and county boards and advisory groups. The four-year plans focus Extension's attention on priorities over

Who Are Extension's Clients?

Who uses Extension? Paul Warner and James Christenson (1984), in *The Cooperative Extension Service: A National Assessment*, offer some surprising facts about Extension clients from their 1982 survey of a random sample of Americans. Here are highlights of their findings on this question.

- Twenty-seven percent (nearly 22 million families) of the **households** in the U.S. have used CES directly;
- Sixty-four percent of Extension's clients live in **metropolitan areas;**
- Extension serves a larger *proportion* of those who live in **rural areas and small towns (42 percent) than it does those who live in large cities (23 percent);**
- Twenty-eight percent of Extension's clients are age 30–39, 40 percent are age 40–64;
- Sixty-two percent of Extension's clients are female;
- **Racially, 94 percent of Extension's clients are white; only 4 percent are black, 1 percent each Hispanic and native American;**
- Forty-five percent of Extension users have finished **high school**, 32 percent are **college graduates**, and 18 percent hold **graduate degrees**;
- In 1981, 62 percent of Extension's clients had contact with us about agriculture; 43 percent reported contact about **home economics**; 28 percent were in **4-H/youth programs**, and 21 percent in **community development programs**; and
- Ninety-nine percent of Extension's clients had received some **printed material**, over 90 percent had heard Extension information on the **radio** or watched programs on **television**, and 39 percent had attended an Extension **workshop or meeting.**

Reflecting on these and other data from their survey, the authors draw inferences and generalizations that have been embraced by some Extension people and hotly disputed by others. Here is one such generalization (Warner and Christenson, 1984, p. 66):

"Extension clientele are predominately middle class. They are middle to upper income, high school and college educated, white, married, employed, and homeowners. The study of use patterns indicates an underrepresentation among Extension clientele of: the poor, single, divorced, separated/widowed persons; those with less educational attainment; the unemployed, retired, or students; and renters. . . . The underrepresentation of nonwhites has already been noted. In short, Extension seems to reach the vast white, stable, middle segment of Americans."

As for Extension's future directions, these authors go on to raise important questions (Warner and Christenson, 1984, p. 71):

"The issue is whether the organization has drifted too far away from its target audience as traditionally defined or whether it has too long hung onto a rural and farm clientele group that is diminishing in numbers and influence."

several years at a time, and also focus the public's eye on our most important efforts.

The A&E system also features annual "accomplishment" reports collected at county, state, and federal levels. These reports are based on credible efforts to evaluate the major programs. They bolster Extension's accountability to the extent that they contain accurate information and emphasize the changes in people and the impact of our programs on their lives.

Finally, Extension's A&E system includes "impact studies" at the state and national levels. Each state commissions or conducts a limited number of major, sophisticated program evaluations during each four-year period, so that the public may become increasingly aware of Extension's impact in especially significant programs in each state. National impact studies, commissioned by the ES-USDA, feature the work and successes of Extension across the nation, and are distributed at all levels for public understanding and support.

With the A&E system, a process Extension is still perfecting, a national Extension data base has become available to every staff member. Using a microcomputer and a modem, any Extension educator can learn, within minutes, about programs, materials, and contact persons in the whole spectrum of Extension's activities, anywhere in the nation.

3. Parallel Efforts to Increase the Public's Understanding and Recognition of Cooperative Extension

All across the nation, the Cooperative Extension System is engaged in defining itself for public recognition. Through self-study, defining who we are and what we do, and then through creative techniques designed to build a coherent image and wider visibility, many states are actively "marketing" Extension. Logos, new letterhead designs, slogans, and a heightened sensitivity to Extension's image in the public's eye have all resulted from the political climate in which we find ourselves—close scrutiny of our operations and impact because we use public funds.

At the federal level, ES-USDA has developed the first national Extension logo. All the partners use it as a primary way to give national identity to the Cooperative Extension System. Its triangular shape and three-part motif emphasize the unique CES partnership.

4. A New Effort to Reestablish Linkage and Cooperation Between Extension and Research

In 1984 and 1985, no fewer than six studies of the agricultural system recommended closer ties between research and Extension education. Claude Bennett, Evaluation Specialist in ES-USDA, reviewed in 1986 the various recommendations of those studies and, focusing primarily on Extension's agricultural program area, developed a new model of Extension programming and its relationships with research and commercial technology.

A little background may be helpful here. Since the 1950s, or earlier, Cooperative Extension has used two very different and frequently conflicting program development models. One of them, the "technology transfer model," starts with research priorities and discoveries, then moves into demonstrations of new practices and technologies for Extension clients. This model has the advantage of keeping Extension closely tied to research as an integral part of the land-grant system. Its disadvantages are that Extension too easily can become dependent on research rather than on people's real needs, and that long-range program planning too easily can be ignored.

The other program development model, the adult education model, begins from a much broader foundation that includes available research, but emphasizes the needs of people and the potential impact of a program on their lives. For Extension as a whole, the adult education model has been dominant for the past three decades, at least, and Extension staff members in all program areas have used this model extensively. Its advantages are that it begins where the people are and involves them as participants in the educational process. Its primary disadvantage is, in Bennett's words, that it tends to "imply that Extension is wholly autonomous" from research and business technology, rather than recognizing its legitimate relationships with them.

How can we combine and reconcile these two incongruous views of Extension work?

Bennett's answer lies in a new model, the **Technology Complex for Agriculture and Related Areas,** in which he attempts to preserve and combine the best parts of the other two models. In the process, research organizations would be more thoroughly influenced by Extension priorities, so that land-grant and commercial research priorities would be based on the views of Extension clients to a much greater extent than they have been. On the other side, Extension would make available to research organizations its wide network of relationships with clients and other agencies, focusing its own priorities through two lenses—research findings and the influence of clients.

With this new model for Extension's work, in at least some program areas, Bennett hopes to effect a closer relationship between Extension and the research community by emphasizing Extension's long-standing strength, the ability to "work in the middle," so to speak, linking the land-grant institution and other resources with the people, where they live.

5. Calls for New Approaches to Extension's Publics and Program.

Two Extension publications, distributed systemwide just as this Module went to press, may prove to have a major impact on Cooperative Extension in the years ahead. One is the report of the Futures Task Force to ECOP, titled *Extension in Transition: Bridging the Gap Between Vision and Reality* (Gaessler, 1987). Based primarily on five major hearings across the nation, the Task Force points out some of Extension's strengths and limitations, and announces a powerful set of recommendations about Extension's future. Here are a few of the 32 recommendations:

- We must restate Extension's mission, and reemphasize our dedication to improving people's lives as a nationwide university/college-based educational organization.
- We must widen our access to all the resources of the land-grant institution that bear on our programs.
- We must work toward greater organizational flexibility—in the sources of our funding, the allocation of staff, and the use of contracts to secure new resources.
- We should continue to place Extension staff members in the counties, and increase staff development efforts in anticipatory planning, programming, and interpersonal skills.
- Our programs should be derived from the "compelling issues facing people," rather than from a hidebound commitment to traditional audiences and program areas. We should organize "limited-term, issue-oriented, interdisciplinary teams" to develop new, broader program responses to those "compelling issues."

To offer guidance about developing programs in response to issues, ECOP also authorized an unpublished "working paper" on **issues programming** (Dalgaard, 1988). The author sets out, in some detail, **a new approach to Extension education, a new paradigm of Extension program development.**

Issues programming reorients our vision as Extension educators. Instead of identifying primarily with a discipline, a program area, a special audience, or even a particular way to deliver programs, we begin by taking a broad view of where the people are, and what is affecting them. Extension staff members and members of the wider public work together to identify the major issues; develop priorities that Extension can best address; and build a program response in an **interdisciplinary** fashion.

The implications of the new paradigm of issues programming are important. Al-

Extension's Growth, 1914–Present

The figures in Table 1 illustrate, by category, the growth of Extension's professional staff throughout its history to the present time. The table is adapted and updated from Warner and Christenson (1984, p. 13), *The Cooperative Extension Service*.

Number of Extension Personnel by Type, 1914–1986

Year	Directors and Administrators	State Specialists	Leaders and Supervisors	Area Agents[a]	County Agents	Total
1914	50	221	112	0	1,237	1,620
1918	115	512	575	0	5,526	6,728
1928	106	1,004	376	0	3,675	5,161
1938	131	1,551	493	0	6,507	8,682
1948	159	1,933	596	0	8,785	11,473
1958	217	2,554	754	0	11,124	14,649
1968	295	3,850	695	0	10,220	15,606
1978	487	3,410	696	732	11,342	16,667
1982	507	3,706	651	629	11,240	16,733
1986	601	4,322	602	619	10,375	16,519

Source: Data for 1914–1982: U.S. Department of Agriculture, 1980a:30 and Explanatory Notes, Science Agriculture Administration 1984 Budget, 1983.
Data for 1986: Office of Personnel Management, ES-USDA.

[a]The category of Area Agent was not used prior to 1969.

though the paradigm may appear new in some respects, it is radical in the sense that it takes us back to the roots of Extension education—renewing Frank Lever's broad vision when he said that Extension educators must "assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship" (Bliss et al., 1952).

A consensus may well be forming about the future direction of Cooperative Extension—a consensus outlined in broad brush strokes at the moment, yet certain to be filled in with details and specifics as Extension turns and reorders its priorities.

6. A Major Effort in Extension Staff Development

What may well be the first comprehensive national Extension staff development program has just been developed for use in all the states and territories. In fact, you are holding a part of the program in your hands right now!

Supported by a major grant from the W. K. Kellogg Foundation, the program, *Working With Our Publics: In-Service Education for Cooperative Extension*, consists of more than 100 contact hours of educational activities in seven topics essential to Extension work. The program is arranged in seven modules, each distinct enough to be offered by it-

self, but together forming a comprehensive program of conferences and workshops so that Extension professional staff members can further develop their capacity to assist clients in decisionmaking.

Because decisionmaking is a universal human need, and the decisionmaking process is ultimately what Extension education seeks to develop, *Working With Our Publics* may involve any or all of Extension's program areas. The seven modules are thus applicable to professional staff members at all levels.

Under the general leadership of Extension at North Carolina State University and a national ECOP task force, Extension staff members in eight states have developed the seven modules listed here:

Module 1: Understanding Cooperative Extension . . . . . Maine

Module 2: The Extension Education Process . . . . . North Carolina

Module 3: Developing Leadership . . . . . Missouri

Module 4: Situational Analysis . . . . . Wisconsin

Module 5: Working with Groups and Organizations . . . . . Iowa

Module 6: Education for Public Decisions . . . .Montana and Washington

Module 7: Techniques for Futures Perspectives . . . . . .New York

Working With Our Publics promises to receive widespread use throughout Extension, and to become an important influence on the most important resource Extension has—its professional staff.

The Extension Organization and Its Staff Today

Cooperative Extension has come a long way since those exciting early days when Seaman Knapp and his agents were learning how to encourage people to change by involving them in the change process. Extension today is an established confederation of agencies, a vast network of local, state, and federal offices, with a professional staff totaling more than 16,000 people. Moreover, we are rooted in much larger social and institutional networks that include the USDA and other government departments, the land-grant system of higher education, local government and service agencies, and a host of other state, national, and international organizations, both public and private.

And yet, for all Extension's size and complexity, it is an organization that responds to change, has the opportunity for continual self-renewal, and depends for that renewal on the initiative of its staff.

As an organization, Extension has sustained its unique partnerships so that today, as in most of its history, program directions and initiatives arise primarily at the local level, among the people themselves. Congress, the federal Extension System, the state Extension office, the college or university president, and the county staff and executive committee—all have a legitimate role in determining program priorities and directions, and a dynamic tension among the partners helps to ensure mutual agreement. Yet the first place in Extension is the county, the level at which the action usually begins, and the most frequent site of Extension's educational work.

That reality offers Extension professional staff members a special privilege and an essential responsibility. The privilege is to "hustle among the people," as Seaman Knapp used to say, to undertake with them the genuinely noble work of helping people help themselves by encouraging their growth in knowledge,

What Extension Volunteers Say About Extension Staff Members

Asked to describe the most effective staff member with whom they had worked, randomly selected volunteers gave these answers:

- "Excellent. Very professional, very easy to deal with, easy to talk to. You know where you're at all the time."
- "Kind, understanding, supportive. She was a tremendous leader."
- "She has a real sense of people and a real good sense of humor."
- "He was dynamic and energetic. He developed a one-on-one relationship. He expected reports and was very direct when the need arose."
- "There are two people in the office up there that work with 4-H. Their friendly, helpful attitudes are the best. They're not negative. They're optimistic and really positive thinking."
- "They make you feel good about whatever you're doing. They show you a better way without putting you down."
- "Her openness to you. She's very supportive. She gives you confidence that you can do it."

And asked to describe **the least effective Extension agent they had worked with,** a few volunteers gave the following descriptions:

- "The agent who tries to do it all himself or herself, and not involve leaders."
- "They do not have a way of dealing with people. They like their ideas and are not likely to consider other suggestions."
- "The staff member was ineffective because he tried to do too many things and didn't do any of them well. He seemed to lack focus and direction."
- "Incompetence and lacking honesty. Telling one thing and doing something else."

Source: "Implications of Volunteerism in Extension," University of Wisconsin-Madison *Newsletter* (September, 1985).

and their abilities in decisionmaking and problem solving. The responsibility is to contribute to the continual recreation of Extension by self-development, by staying alert to people's needs in the context of social and economic trends, by sharing in decisions about program priorities, and by discovering new challenges and opportunities in Extension work.

For those who give their best, Extension education holds many rewards.

The Public Agenda Foundation sponsored a 1983 study to identify the top 10 qualities people want in a job today. These were (Naisbitt and Aburdene, 1985):

1. Work with people who treat me with respect;
2. Interesting work;
3. Recognition for good work;
4. Chance to develop skills;
5. Working for people who listen if you have ideas about how to do things better;
6. A chance to think for myself rather than just carry out instructions;
7. Seeing the end results of my work;
8. Working for efficient managers;
9. A job that is not too easy; and
10. Feeling well-informed about what is going on.

Experience suggests that Cooperative Extension already offers many of these rewards and, in principle, can offer all of them. Because Extension educators form a *professional staff* rather than just a body of workers, staff members can participate in organizational change that will help to realize those psychic qualities—personal growth, recognition, autonomy, participation, challenging work, effective management, and information.

We might well add another quality to that list: a professional life in balance with an enriching personal life. Extension work can become overwhelming, particularly for new staff members, and, as in other people-centered vocations, Extension educators need to guard against "burnout." One notable characteristic of successful Extension educators is their ability to balance the various aspects of their lives, finding opportunities for personal growth and expression in their vocation and avocations alike. That ability is learned over time, and the learning takes some experimenting and, often, some discomfort. But Extension provides a set of values about working with people educationally that also can promote a professional staff member's survival skills.

Ten Guiding Values of Extension Education

We do not presume to know what Extension's opportunities will be in the future, but knowledge of what has contributed to Extension's remarkable success in the past provides some guidance for staff members who want to further the organization's mission, as well as survive and thrive in their work. To that end, we offer the following ten guiding values of Extension education:

1. Know Thyself

Extension educators are agents of learning, growth, and change. The staff's deepening self-knowledge is the primary source of Extension's vision and energy.

2. Extension's Mission: Helping People Help Themselves

For all its diversity, Extension education always works to encourage people to improve their condition in all dimensions of their lives. As Seaman Knapp said to the first Extension agents: "Your mission is to make a great common people and thus readjust the map of the world."

3. Extension's Goal: Human Development

The development of people is the ultimate goal of Extension education. Providing research-based information, teaching people new knowledge and skills, helping them to improve production or increase income—all these are means toward that end, and means only.

4. Extension's Methods: Encouraging Change in Many Ways

The Smith-Lever Act requires more than information transfer. It calls on Extension to "encourage the application" of useful and practical information. Extension work is most successful when it involves learners in its programs so thoroughly that they set their own goals, apply new ideas, and receive feedback from others about their progress.

Extension does not dictate how people will solve problems, or make decisions for them. Rather, it fosters the democratic ideal of self-governance by encouraging each person or group to choose the best among a variety of options.

The methods of Extension education arise from proven principles, and the most effective Extension educators know and use a variety of teaching methods.

5. Extension's Methods: An Emphasis on Working With Groups

Working with groups rather than simply with individuals is more cost-effective, allows more creativity, and encourages democratic processes.

6. Extension's Methods: Helping Clients Become Volunteers

Helping learners become volunteer educators has at least two significant effects. For the learner, it reinforces learning and encourages leadership development; for Extension, it multiplies the outreach and impact of the Extension professional.

7. Extension's Organizational Strategies: Self-Review and Risk Taking

Extension renews itself continually by reviewing its purpose and priorities. When faculty members take risks with new or expanded publics, and with new or rediscovered educational methods, Extension grows and maintains its relevance to the needs of people.

8. Extension's Organizational Strategies: Involving People Lessens Risk

Risk-taking needs to be considered realistically. When people at all levels are involved, the greater are the chances of overcoming resistance and ensuring success.

9. Teamwork Is Effective

Extension unit members all share responsibility for the unit's educational program. Therefore, time and energy devoted to team development make for effective development and coordination of Extension programs.

Far from diminishing individual initiative, teamwork requires each team member to contribute ideas, feelings, and skills in an atmosphere of mutual respect and open communication. Cooperation can achieve complex goals more creatively and more easily than individuals alone can do.

10. Public Support Is Essential

County, state, higher education, and federal officials need to stay informed about Extension's efforts and impact. Many indicate their desire to be involved by joining an advisory or program-planning group, by attending educational activities, or simply by visiting an Extension client or family. It is best not to ignore Extension's sponsors or to assume they know what we do.

A Final Word

We conclude this discussion of Cooperative Extension's remarkable history and current issues with the words of Perry Clark, an Extension lay leader in Maine. Asked recently what message he would like to give to the Extension staff, he thought a moment and then made the following statement. It strikes us as being what Extension education is finally all about:

> My message to Extension people is that what they're doing is really important in ways they are never going to really know. What they are doing is educating people, giving people the potential to live and the resources to meet their potential. When you help somebody to know something that he or she didn't know before, then that person has more potential.
>
> I mean, you're helping people to express themselves, live better lives, and feel better about themselves in the sense that they feel more powerful. Education is important because it allows people to meet their fullest potential, and Extension agents do that.—Perry Clark, Cape Elizabeth, Maine

Glossary

Definitions of various terms frequently used in Module 1 are offered here.

Clients: those whom Extension serves through education—adult learners, 4-H youth, adult volunteer leaders—all those who plan and participate in Extension's educational programs.

Educational activity: part of an Extension program, planned and conducted to meet stated objectives; a nonformal (noncredit) event such as a meeting, field day, workshop, consultation, media program, presentation, discussion, and so on; also may be applied to other program delivery methods, such as newsletters and correspondence courses.

Extension education program, or (simply) program: an off-campus, nonformal (noncredit) educational effort guided by specific objectives and including activities and events that are planned, conducted, and evaluated for their impact on participants' learning needs; usually sustained over a period of time.

Extension educators: professional employees of the state Extension service of the land-grant institution and the Extension Service-USDA.

Extension partnership: the unique tripartite organizational structure of the Cooperative Extension System, including the federal partner (ES-USDA), state partners (Extension services, units of land-grant colleges and universities), and local partners.

Land-grant college/university: an institution of higher education sustained and supported by the Morrill Acts of 1862 and 1890, and expanded by the Hatch Act of 1887, the Smith-Lever Act of 1914, and subsequent legislation.

Nonformal education: out-of-school, noncredit education formats; the essential form of Extension education.

Paraprofessionals: paid educational and organizational aides who work on specific assignments and are supervised by Extension educators.

Volunteers: unpaid lay and professional persons who offer their services in support of the CES organization and its educational programs, often taking on the role of educator under the supervision of professional Extension educators.

1890s and Tuskegee University: the historically black land-grant institutions in 16 southern states.

Acronyms

Like any other large organization, Cooperative Extension has developed its share of acronyms. Here is a list of those commonly used in and around CES.

A&E—Accountability and Evaluation System

AES—Agricultural Experiment Station (in some states, Agricultural Extension Service, the state partner)

ANR—Agriculture and Natural Resources (program areas)

AP—Agricultural Programs

ASCS—Agricultural Stabilization and Conservation Service, USDA

CARET—Committee for Agricultural Research, Extension, and Teaching

CE—Cooperative Extension (state partner)

CES—Cooperative Extension System (national system); also formerly used for Cooperative Extension Service (state partner)

CR/EEO—Civil Rights/Equal Employment Opportunity

CRD—Community Resource Development (program area)

ECOP—Extension Committee on Organization and Policy

EFNEP—Expanded Food and Nutrition Education Program

ES—Extension Service, USDA

ESCOP—Experiment Station Committee on Organization and Policy

FmHA—Farmers Home Administration, USDA

HEHN—Home Economics and Human Nutrition

NARS—Narrative Accountability Reporting System (national on-line data base for program plans and accountability reports)

NASULGC—National Association of State Universities and Land-Grant Colleges

PDEMS—Program Development, Evaluation, and Management Systems (administrative unit of ES)

POW—Plan of Work (four-year planning document)

RC&D—Resource Conservation and Development

RICOP—Resident Instruction Committee on Organization and Policy

SCS—Soil Conservation Service, USDA

SE—Science and Education (division of USDA that administers ES)

USDA—United States Department of Agriculture

Extension's Staff and Future Opportunities

As developers of Module 1, we have deliberately not answered the question, "What should Extension be doing in the future?" Instead, we have suggested some social trends, current Extension concerns and, most important of all, a kind of attitude we hope Extension staff members will take toward their work.

Refer to the latter parts of the preworkshop essay, beginning with the section titled "Cooperative Extension at a Crossroads," for brief summaries of recent books, papers, speeches, and other efforts that suggest the ferment within and around Extension today.

The videotape for Unit 3, "Extension Today," is an attempt to show Extension educators at work across broad spectra of subject matter, delivery methods, and clientele. The idea behind the videotape is that, amidst the wide scope and diversity of Extension's programs, there are common threads or themes that give coherence to the apparently disparate specifics of the work. The essence of Extension education—and this we hope will be drawn out in the discussion after the videotape in Unit 3—is a flexible, adaptive *process of responding to local needs*, rather than a narrow, hidebound, or predetermined curriculum.

If new professional staff members can come to understand their role in that way, they will have the opportunity to develop a genuinely liberating attitude or posture toward their work. They will find themselves drawn into the lives and problems of people, helping them define and solve their issues, without needing to limit arbitrarily the scope of possibilities open to Extension, and without needing to see themselves as "the expert" who must have the answer in every situation.

Or so the ideal seems to us. As Anthony Carnevale (one of the "futurists" interviewed on the videotape, "Toward a Common Future") has said, Extension must "expand its capacity" and "learn first of all that subject matter is only a small piece of the action." Helping new Extension staff members develop that type of flexibility is implicit in much of Module 1, and may well be the key issue for Extension staff development in the future.

This motive led us to include Unit 4, "Personal Effectiveness," in this relatively brief workshop. In the time allotted for Unit 4, we can scarcely do more than suggest future directions for new staff members' personal growth: thus the assessment instruments, the role-play and case studies, the emphasis on using the "guiding values" as a basis for survival strategies. Module 1 is, after all, an orientation experience—a pointing toward a goal. Reaching that goal is in the staff members' own hands.

Selected Annotated Bibliography With List of References

Books, Reports, Papers, Speeches

Bailey, Joseph Cannon. 1945. *Seaman A. Knapp: Schoolmaster of American Agriculture.* New York: Columbia University Press.
The definitive biography of Seaman Knapp, this volume traces Knapp's growth as a man, educator, and founder of the Extension demonstration method. Bailey presents Knapp's adult life in rich detail, documenting Knapp's activities and his insistence on a practical education for common people. Glimpses of nineteenth-century life and education in Iowa, Louisiana, Texas, and the South, in general, enhance the book's interest.

Just as Knapp's life grew into a more general history of the origins of Extension education, this biography becomes a perspective on Extension's early mission and organization. Bailey's argument in the second half of the book is that Knapp's demonstration method was the

key educational issue in the debate leading to the Smith-Lever Act, and that Congress' preference for Knapp's method over the other methods pursued by the northern colleges was a personal tribute to Knapp and marked his importance as the "father of Extension education."

Bliss, R. K., and Others. 1952. *The Spirit and Philosophy of Extension Work*. Washington, D.C.: USDA Graduate School and Epsilon Sigma Phi.

Although published just as Extension began its transition into a multifaceted educational organization and, as a result, seeming distinctly dated, this book contains many items of historical and intrinsic interest—early speeches by Extension educators, transcripts of Frank Lever's House Committee considering the provisions of the Smith-Lever Act, morale-building talks to Extension staff members, poems, even songs. Several of Knapp's speeches appear. This is a good book to browse in.

Brunner, Henry S. 1962. *Land-Grant Colleges and Universities, 1862–1962*. Washington, D.C.: U.S. Department of Health, Education and Welfare.

In this valuable reference volume, Brunner achieves just what he sets out to do in his foreword: "present under one cover the laws and rulings affecting resident instruction in the land-grant colleges and universities." Anyone researching the history or mission of Cooperative Extension could hardly do without this book. Chronologies of each state's land-grant institution(s) are followed by information on the administration of federal funds to colleges and universities in the system. Perhaps most useful is the section containing texts of the most significant legislation affecting Extension and the land-grant system up to 1962.

***Congressional Record*. December 3, 1912; January 2, 1913; November 3, 1913; November 17, 1913; February 5, 1914.**

By no means a complete list of all passages in the voluminous *Congressional Record* pertinent to the formation of Cooperative Extension, reports on these dates hold some of the most dramatic debates on supporting Extension work for blacks, on the principle of cooperation, and on the basis on which to allot federal funds to the states, for example. No other source gives the reader as clear a sense of the personalities of central figures (Hoke Smith, in particular), or the spirit of the times.

Flexner, Eleanor. 1975. *Century of Struggle: The Women's Rights Movement in the United States*. Rev. Ed. Cambridge, Mass.: Harvard University Press.

This landmark volume summarizes the rich history of the women's rights movement from its roots in the push for education of women and the antislavery movement, through the Seneca Falls Convention and the long push for suffrage, to the passage of the 29th Amendment, enfranchising 26 million women of voting age in 1920. Flexner details the contributions of women such as Lucretia Mott, Lucy Stone, Elizabeth Cady Stanton, Susan B. Anthony, Carrie Chapman Catt, and Alice Paul.

We include this volume here because it invites the student of land-grant institutions and Cooperative Extension to explore this important context: that both the movements to extend women's rights and to disseminate the knowledge gained from university research stem from the birth of democracy in America.

Grantham, Dewey W., Jr. 1958. *Hoke Smith and the Politics of the New South*. Baton Rouge: Louisiana State University Press.

The definitive biography of the man who, according to some historians, was the single most powerful force behind the passage of the Smith-Lever Act. Much of the book has little to do with Extension or the land-grant concept, but the one chapter on Smith's politicking on behalf of Smith-Lever is a fascinating, blow-by-blow account. A scanning of the entire

volume yields an honest portrait of this avid southernist—a man who combined intelligence, energy, and political savvy with dogged dedication to the principle of white supremacy.

Hightower, Jim. 1973. *Hard Tomatoes, Hard Times.* Cambridge, Mass.: Schenkman Publishing Company.
In this, the first major criticism of the Cooperative Extension Service, Hightower attacks the system for having become "the sidekick and frequent servant of agriculture's industrialized elite." Land-grant institutions, he charges, have fostered agriculture's preoccupation with scientific and business efficiency, producing "a radical restructuring" of rural and urban America and rendering agriculture so capital-intensive that smaller operators are squeezed out. "At least since World War II," Hightower argues, "the land-grant colleges of this country have put their tax-supported resources almost solely into efforts that primarily have worked to the advantage and profit of large corporate enterprises." This is "must" reading for anyone seeking a balanced understanding of the land-grant system and of Extension.

Klein, A. J., and Others. 1930. *Survey of Land-Grant Colleges and Universities.* 2 vols. Washington, D.C.: USDA.
Remarkable for its length and thoroughness, and for the vision and intelligence of its long section on Cooperative Extension, this book is worth everyone's attention. The survey includes detailed treatments of the land-grant institutions in their three functions—instruction, research, extension. Of special interest are the comprehensive interpretation of the Smith-Lever Act and the conclusions about Extension's educational activities of the time. The book's holistic perspective on education as aimed, finally, at human development, including intellectual outlook and spiritual enrichment, and not simply problem solving, makes it a challenging volume to read today.

Parker, William B. 1924. *The Life and Public Services of Justin Smith Morrill.* Boston, Mass., and New York: Houghton Mifflin Company.
A fascinating biography of the author of what H. C. Sanders called "the most revolutionary single development in the history of American higher education"—the Morrill Act of 1862. Parker paints a loving view of Morrill, a largely self-taught scholar who believed strongly that higher education should be open to all, not just the well-to-do. The volume contains a lengthy letter from Morrill that sets out his motives in pursuing the land-grant idea and something of the political battles he fought to bring the idea to fruition.

Prawl, Warren, Roger Medlin, and John Gross. 1984. *Adult and Continuing Education Through the Cooperative Extension Service.* Columbia: University of Missouri Extension Division.
Valuable as a comprehensive yet concise view of Extension, the authors discuss the organization's philosophical base; management and organization; program development; volunteer leadership; Extension in the 1890 land-grant institutions and Tuskegee Institute; Extension around the world; Extension programs in agriculture, home economics, 4-H, and community development; evaluation; and more. Appendices offer the text of the Smith-Lever Act, a chronological history of legislation relating to the Extension Service, and other materials.

Reeder, R. L. 1979. *The People and the Profession.* National Board of Epsilon Sigma Phi.
Intriguing and sometimes amusing photographs of early Extension workers on the job highlight this history of Extension work, published by the honorary Extension fraternity. Here, Extension workers themselves tell the story, recalling the difficulties of hostile clients, backroads travel, and others. The book offers a uniquely warm, personal account of the organization's early struggles and triumphs.

Sanders, H. C., ed. 1966. *The Cooperative Extension Service.* Englewood Cliffs, N.J.: Prentice-Hall, Inc.
A textbook style presentation of the history, organization, and educational methods of the Cooperative Extension Service, with sections by 41 Extension professionals. Although the narrative is dry and seems dated, the book does offer information not easily found elsewhere. For example, a chapter on "Planning for and Effecting Change" details dozens of tried-and-true Extension methods, from personal visits and phone calls to radio and television. Intended as a tool for use in training Extension agents, the book offers more breadth than depth.

Scott, Roy V. 1970. *The Reluctant Farmer: The Rise of Agricultural Extension to 1914.* Urbana: University of Illinois Press.
This richly detailed and well-written work focuses on nine topics in the history of Extension work: agrarian discontent in the latter half of the 1800s, the farmers' institutes movement, involvement of higher education in agricultural extension, the role of the railroads and other private interests, southern demonstration work, the "rounding out" of Knapp's theories, the development of county agent work in the North, and the Smith-Lever Act. Backed by extensive research (the bibliography alone covers 29 pages), Scott's book is arguably the best effort at a comprehensive history, delivered with grace and humor.

True, Alfred C. 1928. *Agricultural Extension Work in the United States, 1785–1923.* Washington, D.C.: USDA.
Focused on the first 38 years of extension work in the United States, this book features possibly the most detailed account extant of events leading up to the passage of the Smith-Lever Act.

***A History of Agricultural Education in the United States.* 1969. New York: Arno Press.**
The reader who survives this tome is rewarded with a thorough nuts-and-bolts understanding of virtually every step along the way to the establishment of the Cooperative Extension Service, as well as the organization's early history to 1925. More likely, however, the student of Extension would turn to Alfred True as a source of information on specific issues—the early agricultural societies, the movement toward public support of agricultural colleges, the development of agricultural experiment stations, or the rise of boys' and girls' clubs, for example. A specialist in States Relations Work with the U.S. Department of Agriculture until his death in 1929, True tackles each subject in minute detail. His name appears again and again in almost every history of Extension.

Vines, C. Austin, and Marvin A. Anderson, eds. 1976. *Heritage Horizons: Extension's Commitment to People.* Madison, Wisc.: Journal of Extension.
Designed "primarily as a record and a point of reference for present and future Extension professionals," this book has sections on the history and philosophy of Extension, present programs, and the future of the organization. Its treatment is cursory but sweeping, drawing on the expertise of more than 50 contributors, both inside and outside Extension. The editors lay heavy emphasis on the people of the organization, both professional and volunteer. Special sections feature Extension successes, such as Thomson Ripley Bryant, Associate Director of Extension in Kentucky from 1910 to 1955, and "Ruby," an EFNEP aide in a large city.

The section on Extension's future offers interesting insights into predicted changes in agriculture, family life, and demographic trends, and the opportunities and challenges these developments will bring to Extension.

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Warner, Paul D., and James A. Christenson. 1984. *The Cooperative Extension Service: A National Assessment*. Boulder, Colo., and London: Westview Press.
A slim volume that offers a remarkably thorough and balanced view of the current status of Cooperative Extension. The authors, sociologists and Extension specialists in Kentucky, view the organization from a modern, business-world angle, using terms such as "organizational effectiveness," "input-output," and "systems effectiveness." The book also features a valuable discussion of "Public Awareness of Extension" that reveals data on the organization's public image, visibility of the various program areas, client satisfaction, and more. The last chapter outlines 11 issues that, according to the authors, "just cannot be ignored" if Extension is to remain viable.

Williams, Thomas T., ed. 1979. *The Unique Resources of the 1890 Land-Grant Institutions and Implications for International Development*. Rev. ed. Baton Rouge, La.: Southern University and A & M College.
The immediate intention of the writers included here is to promote the idea that the 1890 land-grant institutions, because of their unique history of service to black Americans, are particularly well-suited to provide educational assistance to those in the Third World. We include this book here for another reason, however: its 50 pages contain some useful information about the growth and development of the 1890 institutions and their research and Extension programs. The article by B. D. Mayberry, on historical aspects of 1890 Cooperative Extension, is particularly useful.

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Introduction

This is a note from the people who designed and developed the materials for **Module 1: Understanding Cooperative Extension: Our Origins, Our Opportunities.**

This Leader's Guide is designed to introduce you, as a workshop leader, to our thinking about the workshop —its objectives, content, design, and management. We have enjoyed imagining "how it would work best," developing the materials for it, and testing it ourselves with a group of new and experienced Extension staff members from the six New England states. We are confident that, with the addition of your own knowledge about Extension, enthusiasm for Extension education, and careful attention to planning and conducting the workshop, Module 1 will provide a solid foundation for the orientation of your new staff members.

The suggestions we make in this Guide need to be evaluated against your own needs for orienting your staff and your experience as a workshop leader. We hope our suggestions will be helpful; if they are not, do what *you* want to do. From here on, it is your workshop. All best wishes for a productive and enjoyable experience.

—Module 1 Development Team

The title of Module 1 suggests the two essential elements of the entire Module—the preworkshop projects, and the workshop itself. First, Cooperative Extension itself is the subject matter—the mission it strives to fulfill, the educational philosophy or approach it takes, the organization, its objectives, the people who staff it. Second, the focus on "origins and opportunities" suggests the general movement from Extension's past, to its present, to its future. The Module's scope encompasses a wide array of the central values and principles of Extension education so that a new Extension educator will obtain a solid grounding from which to work. One of those values, self-knowledge, suggests that participants be encouraged both to view themselves in the context of the Extension organization and to commit themselves to their own further growth and development within that context. Such a commitment might well lead participants to explore the other modules in *Working With Our Publics;* thus, to some extent, Module 1 is an opportunity to introduce the other modules in the series.

The specific objectives of the learning experience are as follows. In Module 1, we will:

1. Explore key aspects of the enabling legislation, mission, and objectives of Cooperative Extension in the context of the land-grant institution.

2. Identify key people and describe major aspects of the origins and development of the Cooperative Extension System.

3. Identify and explore 10 guiding values of Extension work.

4. Involve participants in a self-assessment of their personal areas of strength for effective Extension work, and areas that need further development.

5. Identify future trends in American life into the twenty-first century, and explore their implications for Extension work.

6. Examine the need for Cooperative Extension to address emerging issues and clients, and recreate itself to meet new situations.

7. Aim at nurturing in participants a deepening commitment to Extension's noble mission.

Designed as a highly interactive workshop primarily for Extension professionals in their first year, Module 1 requires about nine contact hours, including the workshop introduction, conclusion, and breaks. We recommend that the workshop be offered over a two-day period, from 11:00 a.m. until 5:00 p.m. on the first day, and from 8:00 a.m. until just after noon on the second day. Evening activities are a possibility. However, with additional optional activities (described near the end of this Guide), the workshop could be extended through the afternoon of the second day; and if you wish to add your state's own orientation training to the workshop, you could extend the experience still further. Our recommendations for the workshop agenda look like this:

Suggested Workshop Agenda

First Day

11:00 a.m. Unit 1. Welcome and Introduction
- A. Introductions and Icebreakers
- B. Sharing Expectations
- C. Workshop Leaders' Wrap-Up, Housekeeping Announcements

12:00 noon Lunch

1:00 p.m. Unit 2. What Is Cooperative Extension?
- (1:00) A. Introduction to Unit 2
- (1:10) B. "Toward a Common History" (videotape)
- (1:45) C. Building a Vision (small group discussions of the videotape and preworkshop interviews)
- (2:15) D. Sharing the Vision of Extension Work (lecturette and group discussion)

3:15 p.m. Unit 3. The Scope and Essence of Extension Education
- (3:15) A. Introduction to Unit 3
- (3:20) B. "Extension Today: Toward a Shared Understanding" (videotape)
- (3:30) C. What Is Extension Work? (full group discussion)

4:15 p.m. Unit 4. Personal Effectiveness in Extension Work
- (4:15) A. Introduction (lecturette, demonstration of self-assessment)

5:00 p.m. Adjourn for the Day

Evening: Optional Activities

Second Day

8:00 a.m. Check In

8:15 a.m. Unit 4. Personal Effectiveness in Extension Work (continued)
- (8:15) B. Turning Problems Into Opportunities (role-plays, case studies, discussion)
- (9:15) C. Extension and Me: How's the Fit? (assessment discussions)
- (9:45) D. "The Odd Octopus" (discussion of values, with slides)

10:30 a.m. Unit 5. The Future of Cooperative Extension
- (10:30) A. "Toward a Common Future" (videotape)
- (10:45) B. Extension Tomorrow (small group discussions and reports)

12:00 noon Unit 6. Reflections, Evaluation, and Closure.

12:30 p.m. Adjourn

Given its relatively brief time frame, Module 1 depends on significant preworkshop learning tasks. We think of the Module as a learning experience that covers about two months, beginning when you, the workshop leader or team of leaders, send the Learners' Preworkshop Packet to the participants. Module 1 packs a great deal of information and activity into that two-month experience, mainly because the Module objectives require more than the workshop itself for their fulfillment.

Assumptions and General Suggestions

1. Participants in the Module 1 workshop will be Extension professionals in their first year of Extension work, ideally those with two or three months behind them. We suggest that program leaders, supervisors, or staff development leaders identify workshop participants; invite them to the workshop; and send them the Preworkshop Packet at least two months before the workshop. The participants' attitudes toward the workshop will be most positive if experienced staff members take the following steps:

- Mention the workshop during the recruiting and hiring process as a helpful orientation experience;
- Inform participants' co-workers and supervisors about the purpose and design of the workshop and ask for their support and involvement; and
- Explain to participants well in advance of the workshop that its success for them will depend greatly on the degree of their involvement in it, both before and during the workshop.

2. We encourage you, as an experienced workshop leader/trainer or team, both to plan and conduct the sessions. An effective team might include two or three persons; perhaps a staff development specialist, an agent or specialist with long experience, and a program leader or other staff member. One woman and one man can make an appealing leadership team. As workshop leader(s), you will need to call on your ability to facilitate a group learning experience based on mutual respect, much participant involvement, and your strong interest in the history, philosophy, and mission of the CES. Specific teaching and learning methods included in the workshop are:

- Small group discussions, typically with three to six participants in a group. The workshop leader will need to introduce the discussions (questions provided in the materials), instruct the groups about the task, and facilitate the groups' reports after the discussions.
- Full group discussions, with leader using newsprint flip chart for emphasis, encouraging maximum participation, and summarizing at the end.
- Lectures and lecturettes, with leader either reading or putting into his or her own words the script material included in this Guide.
- Role plays and case studies, to be introduced and facilitated by workshop leader.
- Discussions with slides (or overhead transparencies), in which participants are encouraged to enter into the presentation, questioning and commenting wherever possible.
- Demonstration presentations, as with the self-assessment demonstration, in which the leader explains the use of assessment and demonstrates his or her own profiles to the participants.
- Evaluation exercise (provided), in which participants focus on their learning in the entire Module.

3. Workshop leaders, in consultation with Extension administrators and appropriate others, should meet for an initial planning session four to six months before the workshop to become familiar with the workshop design and materials, identify resource people (particularly

those who might be interviewed by participants before the workshop), select a site for the workshop, divide responsibilities appropriately, establish a schedule in preparation for the workshop, and perhaps develop an individual working outline for conducting the activities.

4. The workshop design should work best for a group of 10 to 30 participants. Since the experience includes a good deal of small group discussion and requires substantial planning time, we recommend that "small" states (like Maine), which may not always have at least 10 new professionals, explore holding a joint training session with adjacent states.

Workshop Logistics

The workshop will require either a single conference room large enough for the total participant group to meet together and in groups of four to five persons each, or a conference room supplemented by two or more breakout rooms. On-site dining and sleeping accommodations would be best for convenience, efficiency, and a sense of community. Our experience with Extension staff development workshops leads us to recommend a site considered remote and special, such as a lodge or country inn. However, given the nature of the workshop's content, the availability of resources, and the potential for adding other orientation activities to the workshop, a site on a university campus or elsewhere may be equally appropriate.

Staff

Beside the foregoing recommended workshop leadership, the design suggests a lecturette in Unit 2 to be given by an Extension administrator, and an optional evening session with several administrators or experienced staff members.

Equipment and Materials

Equipment:
A 1/2" VHS videotape player and one or two color monitors,
slide projector (overhead projector, if desired) and screen, and audiotape recorders (optional).
Several easels, newsprint flipcharts, markers, tape, and flowers.
Materials:
Learners' Preworkshop Packet
Sourcebook for leader's reference
Leader's Guide
Learners' Packet
Prepared videotapes
Prepared handouts, transparencies, slides, gallery of photographs
[Note: We have included a gallery of photographs and quotations designed to enhance the quality of the workshop experience and heighten the sense of Extension's history. Gallery photos and captions also can create a sense of common values and vision. The gallery consists of about 15 photo posters with captions or quotes from Extension lore and legislation. We encourage you to localize your galleries by adding or substituting photographs.]

Workshop Design and Content

In this section we describe the units of the Module, beginning with the preworkshop assignments. In each unit, a brief overview of the content is followed by design aspects, with suggestions for activities and procedures.

Preworkshop Assignments

The Learners' Preworkshop Packet contains:

1. An audiotape, supplementing the written material, that introduces the participant to the other preworkshop materials and contains an abbreviated version of the essay, "Cooperative Extension." The tape script that introduces the Preworkshop Packet appears in Appendix D of this Guide.

2. A brief guide for participants that attempts to establish a participative learning climate based on mutual objectives for the workshop and describes the four preworkshop projects.

3. The previously mentioned essay on Extension's past, current issues in the organization, and its mission through the years.

4. Assessment materials, including self- and peer-assessment instruments that provide data on one's workstyle preferences, orientations, and professional competencies, with a final section for reflecting on one's professional development and setting expectations for the workshop. Both of the assessment instruments are in a printed format and on a floppy disk, offering participants a choice of medium in which to respond.

When you send the Preworkshop Packet to participants, emphasize that the learning projects are important to them and will have a major impact on the workshop's success and value. Mention that their preparation will pay off if they should be asked to lead discussions or be a panel member at the workshop. The four projects are described here, with suggestions for the workshop leader(s):

1. *Background reading and listening to* the essay and audiotape in the Preworkshop Packet.

2. *Identification of the major social and economic issues* in participants' region or local area in the next 10 years, from conversations with various people they will meet in the regular course of their work. Each participant will identify five top issues, briefly describe each from her or his own perspective, and bring them to the workshop. This project will lead directly to Unit 5 of the workshop, "The Future of Cooperative Extension."

3. *An interview by each participant* with one person selected from a pool of people suggested by the workshop leader(s) (or one identified by participants themselves), in consultation with Extension administration. Persons to be interviewed might hold the following types of positions: retired Extension professional, current Extension career professional, long-time Extension volunteer (e.g., key leader, current and former county board president), past or present Extension administrator, land-grant institution official, and state government leader familiar with Extension (e.g., State Planning Office Director, Commissioner of Education, Commissioner of State Agriculture Department, or state legislator).

We suggest that at the planning team's initial meeting a roster of persons be drawn up, along with a process for matching new staff members with persons to be interviewed. Obviously, the interviewees may have an important influence on new staff members, who should be encouraged or required to identify for you the person each will interview. We suggest, too, that you allow for individual suggestions from new staff members about interviewees—sometimes they can suggest an appropriate person no one else had thought of. Note that Unit 2(C),

"Building A Vision," will allow participants to share highlights of these interviews.

4. *Assessment instruments:* self-assessment and assessment by a co-worker, with profile, tally, and reflection sheets leading to each participant's written expectations for the workshop. The expectations will be useful in Unit 1, "Welcome and Introduction," of the workshop, where expectations are shared in groups of three; and the assessments will be crucial in Unit 4, "Personal Effectiveness in Extension Work."

The Learners' Preworkshop Packet should be sent to each participant two months before the workshop to allow time for the preparatory work. The packet includes everything a participant will need to prepare for the workshop, except for logistical information you should enclose with a cover letter:

- The workshop agenda, including information about dates and times;
- Workshop site and directions;
- Logistics, including rooming and meal information;
- For each participant, the name of a person suggested to be interviewed, or your instructions about how participants might select their own interviewee.

Workshop Program

Unit 1. Welcome and Introduction (Total time:1 hour)

Overview

The climate of the entire workshop largely is set in this first hour, so the design emphasizes participants' interactions with each other, expectations for the workshop, and relationships with you, the workshop leader.

A. Introductions and Icebreakers

Introduce **Module 1: Understanding Cooperative Extension,** and its place in the *Working With Our Publics* staff development program, with a review of the workshop objectives. The central theme of the module is this: Extension's origins, rooted in a democratic, populist faith in the application of knowledge to people's problems, contain the guiding values and principles for Extension today and in the future, which will include a combination of traditional and new clientele, new program areas, new technologies, and different or adapted program delivery methods.

Select one of the following three activities, or one of your own favorite icebreakers, to help set an informal, supportive, learning climate for the workshop.

Activity 1: Get Acquainted

Have all participants and the workshop leader sit in a circle. Starting with the workshop leader, each should state her or his name and identify something special or unique about himself or herself as a person. The person to the right then gives her or his own name, identifies a unique or special trait, and introduces the person on the left (i.e., the workshop leader). All the people sitting in the circle will take a turn stating their names and then the names of all the people on their left, ending with the workshop leader's name. Here is how it works:

Workshop leader: Hi, my name is Cynthia Morin, and I love daffodils.

Second Person: My name is Michael Daigle, and I am the proud father of a two-week-old son. I would like you to meet Cynthia Morin, who loves daffodils.

Third Person: My name is Madeline Connors, and I always drink from the right side of the glass. I would like you to meet Michael Daigle, who is a new father, and Cynthia Morin, who loves daffodils—

and so on around the circle, until you, the workshop leader, introduce all participants and conclude the activity.

[*Note:* a version of this activity appears briefly in the videotape in Unit 3, "Extension Today."]

Activity 2: Extension Bingo

The sheet for this exercise is included in the Learners' Packet. Ask participants to walk around the room, getting acquainted with others by asking individuals to sign their names in a square on the sheet that describes them. When the squares on each participant's sheet are filled, you might ask the total group to self-select into groups of three, which then could meet together throughout the workshop when small groups are called for.

Activity 3: Get-Acquainted Activity

The sheet to be used in this exercise is in the Learners' Packet. Go over the instructions with participants. After about five minutes, have the total group share some of the names they have found and try to point out those individuals to the group. All the names on the various sheets need not be used, but try to see that each person is identified at least once.

Following this activity, you may wish to take a few minutes for participants to introduce themselves to the group. It is often helpful for you to share some information with the group about yourself to start things off.

B. Sharing Expectations (Groups of three)

Using a quick method to form the groups (e.g., counting off by threes or simply forming groups where they are sitting), mention that, while the workshop objectives are already set, it can be helpful if participants discuss some of their own expectations as the workshop begins. Refer participants to the "Reflections" questions at the end of the "Summary of Assessments and Reflections" section of the Assessment Instruments Administration Manual (in the Learners' Preworkshop Packet). They should specifically discuss question 8, in which they have noted their expectations prior to the workshop, and should share their goals and expectations with others in their group. Encourage them to be specific and to take responsibility for making sure their expectations are met. After about 7 to 10 minutes, ask them to come back together.

[*Note:* Circulate around the groups and sit in briefly and unobtrusively on their discussions—you can learn a good deal about where participants are "coming from" by listening at this point.]

C. Workshop Leader's Wrap-Up, Housekeeping Announcements.

Validate and affirm all the work participants have done to prepare for this workshop, and promise it will be put to good use within the next 24 hours. Respond as you like to the kinds of expectations you hear, clarify any confusion about what the workshop is for (and its limits), and announce any housekeeping items before recessing for lunch.

Unit 2. What Is Cooperative Extension? (Total time: 2 hours)

Overview

Major themes in the development of the land-grant system and CES are dramatized in the videotape, "Toward a Common History," which supplements in another medium the historical background already given in the preworkshop reading. Beside the legislative legacy (Morrill Acts of 1862 and 1890, Hatch Act of 1887, and Smith-Lever Act of 1914), emphasis falls on the nature of the land-grant mission as differing from the older elitist or classical college mission; the need for a three-part, land-grant function, especially Extension; the uniqueness of the three-way Extension partnership; key aspects of Knapp's demonstration method; and the broad mission of Extension education.

In discussion, based on the videotape and their preworkshop reading and interviews, participants develop consensus on Extension's primary organizational characteristics. The lecturette (Appendix B) emphasizes essential principles that define the Extension organization and its mission.

A. Introduction to Unit 2

Explain the format of the videotape program, "Toward a Common History": a reader's theater in which the script consists of the actual words of those being portrayed by the actors. The purpose of this dramatization is to illustrate crucial aspects of Extension's origins in the land-grant institutions. Emphasize the importance of the participants' discussions to follow the videotape, which offers the opportunity to build together a sense of our common history and shared values as Extension educators. Share your own enthusiasm about the visionary wisdom of Knapp and others portrayed in the videotape. You may want to review the discussion questions listed in "Building a Vision..." (Learners' Packet) before showing the tape. The videotape script is provided in Appendix A of this Guide.

Since the videotape program's focus is historical (most of the dialogue is the actual words spoken by the historical figures), the emphasis naturally falls on Extension's origins in agriculture. Emphasize that beneath the specific historical situations are embedded the essential principles of the CES; that these apply across the wide scope and mission of Extension today. You may want to suggest, too, that participants recall their preworkshop interviews as they watch the tape.

B. "Toward a Common History" (Videotape; 30 min)

"Toward a Common History" is in two sections: Part I: "The Argument," and Part II: "A Solution." Show the drama either without interruption or with a brief break at the end of Part I—your option, depending on whether you want to highlight aspects of Part II before you show it. For instance, you might want to mention that Part I suggests the context in which Cooperative Extension was to be born, and Part II emphasizes the crucial role of Extension in the land-grant system. [*Note:* Part I ends with the narrator's words, "but at least the land-grant ideal of an education for all people had been proclaimed."]

[*Technical note:* To assure comfortable viewing, keep the lights on during this showing.]

C. Building a Vision (Small group discussions of "Toward a Common History" and preworkshop interviews; 30 min)

Break the whole group into groups of five to six each. At your option, either ask each group to select a facilitator and recorder, or you and other workshop leaders join the groups as facilitators and then select a recorder in each group. (If you choose the first option, you may want to preselect the participant facilitators, have lunch with them, and review the goals and the facilitators' roles before this activity.) The group discussions will focus on the questions listed in "Building a Vision . . ." (Learners' Packet). Instruct all of the groups to work toward a consensus response to question 1; also assign each group at least one other question to discuss. Stress that their preworkshop interviews should be an important part of these discussions.

Group facilitators should keep the discussion focused on the questions, assist in making all participants comfortable in contributing, and keep alert to time constraints.

The recorders should note, on newsprint, the essence of the discussions. Afterward, ask recorders to post the newsprint on the walls for reference. As they do so, you can offer brief comments about several ideas you want to highlight from the discussions. The recorder need not make a lengthy report.

D. Sharing the Vision of Extension Work (Lecturette and group discussion; 45 min)

Invite a local Extension administrator (or one of the workshop leaders) to speak on essential principles arising from Extension's history, referring also to points in the posted statements from the earlier small group discussions. A sample lecture is included in Appendix B. Two sets of slides and transparencies are provided in the workshop audiovisual materials. The first set of transparencies contains highlights of the five points in the lecturette, and may be used throughout the lecture. The second set (slides and overheads) is for use at the end of the presentation, at which time the quotations should be read as the speaker shows the slides or transparencies. Most important, the presenter should refer to the posted statements from the participants' discussions throughout the lecture as a way to affirm their work and to merge their ideas with those of the lecturer.

The aim here is to bring together, in an extemporaneous synthesis, the results of the historical videotape, the groups' discussions, and the historical essence of Cooperative Extension as an organization. Doing this well requires clarity about the points in the lecturette and sensitivity to the participants' contributions. Allowing time for questions during the lecturette or afterward is important.

[*Note:* You might put on newsprint the five statements that begin the lecturette and refer to each as you come to it.]

Unit 3. The Scope and Essence of Extension Education (Total time:1 hour)

Overview

Based on a videotape on the scope of Extension work, the emphasis in Unit 3 is on central qualities in Extension's educational mission that provide some coherence to the diversity of its programs. These qualities include CES's *commitment to addressing local needs, involving people as learners and volunteer teachers, using a problem-solving educational process, transferring research-based knowledge*, and above all, working toward an ultimate goal of *human development and self-direction.*

[*Note:* For a comprehensive, detailed treatment of the idea of Extension education, please refer to the Sourcebook for **Module 2: The Extension Education Process.**]

A. Introduction to Unit 3

Before showing the videotape, "Extension Today," set the stage for the discussion to follow by introducing the videotape, suggesting questions to bear in mind while viewing it [see "What Is Extension Work" in the Learners' Packet]. Explain that the goal of this unit is to discover the central qualities of Extension education by watching for common threads in typical Extension programs. Post two or three of the questions on newsprint, for participants' reference in their discussion. [*Note:* The programs depicted on the videotape are a collage of real Extension programs from across the nation, sent to us by staff members in many states and selected more or less at random. They are not intended as models, but represent the wide scope and variety of Extension programs.]

Here are some suggested introductory remarks and discussion questions for Unit 3:

Supporters and critics of the Cooperative Extension System agree that, in the words of Warner and Christenson (1984, p. 5), its structure and function are unique, not restricted to a single program or activity, and the organization "has been allowed to adjust to changing needs. Society has allowed few organizations this flexibility." As you view this video collage of Extension programs, look for the common threads or themes in what you see and hear— the "fundamentals,"

so to speak, that make all the ways and means of Extension education what it is today.

1. Despite the obvious diversity among the programs on the videotape, what are common threads that seem to run through them?

2. If you knew nothing about Extension except impressions you had gained from the video collage, what adjectives would you use to describe the organization behind the programs?

3. If you were a member of the public, a taxpayer, what would be your impression of an organization that conducts such a wide array of programs?

4. From everything you have gathered so far—from the preworkshop interview, the essay, and the two videotapes you have seen here—are there fundamental principles of good Extension work that can be stated?

5. One observer (DeMarco, in Warner and Christenson, 1984, p. 10) noted that Extension's major strength is "the perception, at least among its own clients, that while government is something out there somewhere, Extension is local and responsive." Do the programs highlighted in the videotape reflect this perception? If so, in what ways?

B. "Extension Today: Toward a Shared Understanding" (Videotape; 10 min)

For your reference, the states and program topics depicted in the videotape are listed in "Extension Today..." of the Learners' Packet.

C. What Is Extension Work? (Full group discussion; 45 min)

Begin by suggesting that lay leaders, clients, and even staff members can be confused about CES when they see so much diversity, and may never come to appreciate its inclusivness or its full potential. Stress that new staff members must wrestle with the purpose and methods of Extension and find their own understanding, and that this is expected and encouraged.

[*Note:* Your flexibility is crucial here. These 45 minutes ought to be tuned to the group's needs, and the issues they want to raise, within the general subject of the "fundamentals" of Extension work.]

Beside asking participants to discuss the questions you have raised before you showed the videotape, ask them to share relevant parts of their preworkshop interviews in this discussion, and refer to your own state's examples of programs as you proceed. One workshop leader should lead the discussion, another should post participants' insights on newsprint, and both should review the major points at the conclusion.

Unit 4. Personal Effectiveness in Extension Work (Total time: 2 hr, 45 min)

Overview

Workshop leaders open up the subject of the individual Extension educator's importance in the organization's fulfillment of its mission, emphasizing the necessity of self-knowledge, the challenges and opportunities for personal growth in Extension, and key attitudes and skills the work requires. A role-play and several case studies [see "Situation for Role-Play" in the Learners' Packet] highlight knotty problem situations in Extension work. Ask participants to discuss and model desirable faculty roles and relationships. Participants then discuss in small groups the results of their Self- and Peer Assessments. The wrap-up, using the "Odd Octopus" transparencies, reviews Extension's 10 guiding values as illustrated in the role-play and case studies.

A. Introduction to Unit 4 (Lecturette, demonstration of self-assessment; 30–45 min)

We suggest a presentation in two parts: an opening up of the whole subject of personal power and effective Extension work, and your demonstration of your own self-assessment as a way of focusing participants' attention on the importance of self-knowledge and also of modeling self-disclosing behavior. We urge you to be thoroughly familiar with the assessment material in the Learners' Preworkshop Packet, and then to construct your own presentation based on your personal beliefs and opinions. The following suggestions come from our experience with this material and are offered for your use, as if you were speaking them.

Points of Presentation:

1. Looking at the whole organization, we can see that diversity is a major characteristic of the professional staff and a central element of Extension's success. Each of us brings to the organization a special set of skills, values, attitudes, and knowledge that enriches the whole group.

2. Extension work is essentially a process of educational leadership, of helping people determine and address their learning needs. As such, it requires the individual educator to be flexible and open to change, and it offers a wide field for personal growth and creativity. A cynic has said, "Everybody wants to be somebody; nobody wants to grow." Successful Extension educators are proving that statement untrue every day.

3. Personal effectiveness begins with self-knowledge, self-acceptance, and a corresponding desire to grow. In Unit 4, we want to encourage those attributes by exploring our personal attitudes and abilities in the light of Extension's guiding values and some of its typical challenges. We do not intend so much to impose these values as to explore them together. After all, the module developers from Maine articulated these values, and we have the right to question and affirm their views as our own insights suggest.

4. Turning to the assessment material, which you will have the opportunity to discuss together tomorrow, we affirm first of all that *wherever you came out, whatever your profiles and tallies look like, you are O.K.* These are not tests with "right" and "wrong" answers, but instruments for your own use and reflection as you consider your career in Extension and the opportunities ahead of you for further learning and growth.

Using the transparencies of the profiles, one or more leaders should then demonstrate several examples of profiles, including their own (Part I of the Self-Assessment), and explore for the group some of their own work style preferences and orientations to Extension work. Tallies from Part II of the Self-Assessment can be discussed. The crucial point here is for you to demonstrate the qualities of self-disclosure, self-acceptance, an honest self-appraisal, and a nonjudgmental attitude. Stress the organizational value of diversity among professional staff members and the personal value of balance as a goal to pursue for both effectiveness and survival. Asking for participants' questions and comments can make for a shared, informal experience.

Finally, wrap up the afternoon with a preview of tomorrow's activities in Unit 4 (mention that you will need volunteers in the first activity). Explain any housekeeping issues, and (if you like) suggest that the group might stay together during and after dinner for informal conversation or other activities. If you are holding an evening session (see the optional workshop activities described at the conclusion of the program), introduce it here.

B. Turning Problems into Opportunities (Role-plays, case studies, discussion; 60 min)

Ask for three women and two men who will volunteer to plan and perform a role-play of a typical problematic situation in Extension. In this role-play, the problem involves a controversial program idea

and a divided subcommittee of a county Extension executive board. Ask the five volunteers to leave the room for 20 minutes to plan their performance, select their roles, and practice the role-play. The situation and cast of characters are described in the Learners' Packet. ["Role-Play Situation" and "Case Studies."]

Divide the remaining participants into small groups of three or four persons each. Give the members of each group one of the case studies of a problematic situation in Extension, asking them to agree on how best to handle it. These groups will have 20 minutes for their discussions, while the role-players are preparing for their performance.

The volunteers perform their role-play for the rest of the group; in the ensuing discussion, ask all participants to focus on what skills and judgments would be required to handle the situations effectively. Then ask the small groups to present briefly the problem illustrated in their case study. Encourage a discussion by asking about the reasons for their solutions and what other options there might be.

[*Note:* Cases 3 and 4 allow for additional emphasis on the issue of balance.]

Wrap this part up by referring back to yesterday's discussion of the assessments and encouraging participants' own reflections on their assessments in light of the challenges in Extension work.

C. Extension and Me: How's the Fit? (Assessment discussions; 30 min)

In groups of three (these groups are best self-selected, with your encouragement to stay in contact with one another after the workshop), participants discuss the results of their Self- and Peer Assessments, emphasizing their strengths, personal and professional development needs, and issues needing further exploration. Encourage participants to contract with others about their development goals and methods for attaining them, and to plan for further contact after the workshop.

Restate the following points in a brief introduction to the participants' discussions:

- Whatever the results of the assessments are—profiles, tallies, peer perceptions—you are O.K.; we affirm who and what you are today.
- The assessment results are suggestive of ways in which to grow—to round out a flat-sided profile, or enhance a tally in competencies.
- The major point is to visualize and guide our own growth as people and professional Extension educators.

On a flipchart, suggest these questions to guide the group discussions:

1. In Part I of the assessment instruments, does each of the three profiles "fit" your self-perception? Were there any surprises?

2. Which attitudes and preferences are you especially pleased with? Dissatisfied wi*h? Why, in each case?

3. In Part II, what are the areas of your greatest strengths? Opportunities for growth?

4. Share two or three of the goals for personal and professional growth you have identified before the workshop. How do you plan to pursue them? How can the other two staff members encourage you in this?

Suggest that each triad choose a timekeeper and encourage equal opportunity to share. Finally, in wrapping up the discussion and calling the group back together, refer to the checklist, "Help for Changing Behavior," and the annotated bibliography, "Productivity and Effectiveness" (both included in the Learners' Packet), and suggest that participants study them after the workshop.

D. The "Odd Octopus" (Discussion with slides; 30 min)

Appendix C contains an outline for your use, as you conclude Unit 4, by suggesting some guiding Extension values and referring to the case studies, role-play, and assessment discussions. The 10 guiding values are not meant to be imposed as "musts" the learners have to adopt. Rather, they are raised for exploration as organizational norms and foundations for personal survival strategies, offering guidance and support in difficult situations. Asking "How can these work for you?" and "What qualifications would you make in this case?" can encourage participants to enter into the discussion.

[*Note:* Since time will not allow discussion of all 10 values, show each slide or overhead transparency, but pause for discussion only on selected values. Participants will help you decide. Allow time for any further reflections there may be on the last slide, Value 1, especially in view of the need for balance in one's life and work.]

Unit 5. The Future of Cooperative Extension (Total time: 1 hr, 30 min)

Overview

A videotape introduces global and national social and economic trends, and their projected impact on Cooperative Extension, through interviews with thoughtful, provocative leaders. Participants then respond to the tape and discuss local trends that they identified in their preworkshop projects. The emphasis is on how we in CES will be influenced by those trends and might respond to them. [A script of the videotape and biographical information about the speakers is in the Learners' Packet.]

A. "Toward a Common Future" (Videotape; 15 min)

Introduce "Toward a Common Future" with three points: (1) Extension is in a time of rapid and substantial change in its organization and programming, and the future demands our thoughtful planning. (2) The local issues identified by participants before the workshop can provide important material for consideration after showing the videotape. (3) Those interviewed on the tape are three Extension directors and three leaders outside CES who have distinguished themselves through their viewpoints about the future of our society.

B. Extension Tomorrow (Small group discussions and reports; 1 hr, 15 min)

Form several groups of about six people, each group facilitated by a volunteer participant, to hold discussions focused on the questions in "Extension Tomorrow" [Learners' Packet]. Remind facilitators to encourage equal participation, focus the discussion, and observe time constraints. Each group should select a recorder to post key points of the discussion on newsprint for reporting out. Give the groups about 40-45 minutes for discussion and allow 30 minutes for the reports and general discussion. Close the unit with your brief summary of major points, or a central theme you wish to emphasize.

Unit 6. Reflections, Evaluation, and Closure (Total time: 30 min)

Overview

In an evaluation exercise, participants rate their knowledge and answer several questions based on the module objectives. After a few minutes' discussion of the questions, participants reflect on the entire module experience and consider the support they want for the reentry back home and the future in general.

Evaluation Discussion

Ask individual participants to reflect on their learning in two ways: (1) use the "Workshop Evaluation" form [Learners' Packet] to rate themselves in

the several categories suggested by the workshop objectives (using the rating scales only at this point); and (2) to discuss a few of the questions that you select from the form, as a way to look back over the various units of the workshop. Explain that you will be sending them a new form in about a week, and will want them to complete the form and return it to you.

Encourage participants to look to you and to each other as sources of support and guidance in the future, and give them the opportunity to express any hopes and other feelings as they leave.

Optional Workshop Activities

Conclusions to Each Unit (3–5 min each)

A volunteer participant comes forward and presents, in a role-play, an introduction to Cooperative Extension—the type of brief synopsis Extension staff members must give when they open an educational meeting or other activity. The presenter identifies the audience he or she will be speaking to, perhaps a group of clients, a board of county commissioners, a group of new staff members, or other groups, and then introduces CES in a three-minute presentation.

Afterward, workshop leaders may go immediately on to the next unit or lead a brief discussion of the presentation.

Throughout the workshop, four to six volunteers might make individual presentations, thus reinforcing the workshop content and practicing an immediately useful skill.

Unit 3: Optional Activity (1 additional hour)

After "What Is Extension Work?" individual participants write a mission statement for CES, based on the "Extension Today" videotape program and the just-completed discussion of Extension values.

In groups of three, play the role of Extension and other land-grant institution officials engaged in preparing an Extension mission statement for new enabling legislation, participants develop consensus on a single mission statement and record it on newsprint.

Role-playing legislators at a hearing on the mission statements, workshop leaders, as a panel, question the participant groups about the intent and meaning of their statements.

Optional Evening Session (1 to 2 hr)

Select one or both of the following activities:

1. A showing of "People Made the Program," a narrated slide program transferred to videotape. Designed, produced, and introduced by Maynard Heckel, former director of CES in New Hampshire and currently director of the New England Institute for Extension Education, "People Made the Program" is a largely retrospective series of interviews Heckel conducted with a variety of former and present Extension educators in the early 1980s. The program works especially well when followed by discussion, as suggested in the next activity.

2. An informal question-and-answer session for participants with a panel of three to five land-grant institution CES administrators and experienced Extension staff members. Questions may be requested prior to the workshop or spontaneously throughout this session.

Unit 4: Optional Activities

Select one or two professional roles in Extension work for this activity.

1. Four volunteers, two blindfolded, hands tied, facing one another; the other two steady them, hands on their shoulders, playing a helping role. Tell the blindfolded volunteers to "interact in a meaningful way" at a staff meeting. Afterward, the discussion focuses on the "ropes" we all have that can keep us from being effective with others.

2. Six volunteers, arranged in a circle, each holding onto a rope that crosses several times in the middle of the circle. The group's task is to lift a paper plate, balanced where the ropes cross, up from the floor. Each person behaves according to an assigned personal style or attitude, such as "helpful and cooperative," "self-centered," "disruptive," "sensitive to others' leadership," and so on. At least two of the volunteers should be assigned uncooperative styles. The discussion that follows should focus on types of behavior that either help or hinder a group's effectiveness. How can Extension educators help groups function?

Unit 6: Additional Evaluation Options (Additional 30 min)

1. *Self-evaluation:* Reflecting on their expectations set in the preworkshop assignments, participants discuss in groups of three the extent to which those expectations were met and next steps they may want to take.

2. *Content evaluation:* Using a rating scale ranging from 1 to 10, set up on newsprint (for discussion) or typed as a handout (for written responses), participants measure the effectiveness of each unit. (Scale not provided in workshop materials.)

3. *Goal setting:* Participants write a letter to themselves about their workshop learning, new commitments, hopes, experiments to try. Workshop leaders collect letters in sealed, self-addressed envelopes and mail them to participants after two or three months.

Appendices

Appendix A: "Toward a Common History" [Videotape Script]

Part I—THE ARGUMENT

SCENE 1: TWO MEN ARGUING HEATEDLY

PROF 1: All men are not equal in their gifts or in their motivations to learn. This modern penchant for demanding that everyone, no matter what their skills or temperament, must go to a university in order to be a complete person is ludicrous.

PROF 2: That's a kind of elitism we don't need in modern society. All men should have the opportunity to test their ability in a wide range of intellectual pursuits, and not be denied because they wish to apply their learning to some concrete tangible activity.

PROF 1: The purpose of education is to lift the mind and spirit of man *out* of the dirt, and put him in touch with the eternal truths—history, the arts, pure research.

NARR (enters shot between us and the debators and talks over their dialogue):

With minor differences in syntax and style, this debate has rung through academia for generations. Traditionally, colleges prepared the intellectual elite to be doctors, lawyers, or clergymen. But for many in colonial America, education was seen as a broad requirement for a free nation. George Washington, for example, in his first national address as president:

GEORGE: There is nothing which can better deserve your patronage than the promotion of science and literature. Knowledge is in every country the surest basis of public happiness.

NARR: And for the President of a new country, this solution:

GEORGE: I urge Congress to establish a national university with a chair of agriculture, responsible for diffusing information to farmers.

NARR 2: Agriculture was the key to preindustrial society. Even before the colonies broke with England, practical men in the new country had sought ways to share knowledge and new discoveries among the colonies. Benjamin Franklin, for example.

SCENE 2: FRANKLIN AND FRIENDS AROUND A TABLE

BEN: When we established the American Philosophical Society in 1743 it was to promote the exchange of what I called "useful knowledge" among the people of the colonies. It was evident that the first rough work of settlement was past, and we had to get down to the business of making and maintaining an informed and productive society.

MAN: We know Ben, we know. What is your point?

BEN (Ignoring the interruption): We agreed that if we were to cultivate the finer arts and improve the common stock of knowledge in the new colonies, we needed to bring together the "virtuosi," the ingenious men of the several colonies.

MAN: And we did Ben—YOU did Ben. That is why we sit here now.

BEN (Looking askance at his impatient guest): We then proceeded to establish correspondence with physicians, botanists, mathematicians, chemists, mechanics, natural philosophers throughout the colonies. In this way we brought together important and useful information about newly discovered plants—herbs, trees, roots—their virtues and uses, methods of propagating them
MAN 2 (Interrupting): . . . and improvements in mathematics and new discoveries in chemistry. Yes, Ben. The Society has built an important body of in-

formation and continues to serve the new United States. We know all this. What we would be pleased to hear is, where are you leading us now?

BEN (Pauses dramatically): I believe it is time to form a new society to be based here in Philadelphia and called the Philadelphia Society for Promoting Agriculture.

MAN (Surprised sputtering): What on earth for? Don't we have enough farmers now? What we need is builders and merchants, not more farmers.

BEN (Angry): What we need are people who can see beyond the fat end of their noses. If this country is going to continue, we will need to feed all the people who will be required to make it work. Your merchants and builders will build little if their bellies are empty. *(Calming himself as the others wriggle uncomfortably in their chairs.)* It is my belief that we must move beyond the hand-me-down agricultural practices of the past. We must bring together the best information on the scientific practice of agriculture, and distribute it to those who are engaging in farming. If we are to feed a growing nation, we must make maximum use of our resources.

NARR (Walks in behind the discussants as they continue): Franklin's society and others established in its wake conveyed to their members news of agricultural advances through lectures, publications, newspaper articles, and farm magazines.

(Moves out of Franklin's room and into bare stage space)

For the next half-century, pioneers expanded into new lands and founded new states. Farms and plantations in the South and Midwest sold cotton, tobacco, and wheat on the international market. We were a growing and dynamic nation full of opportunity and possibility.

SCENE 3

NARR 2: Whole families moved from the eastern enclaves to claim lands in Ohio, Indiana, Michigan, Iowa, and further west. Some were farmers looking for more opportunity. Others were hopeful city dwellers seeking a better life.

WOMAN: Father preceded us to the Michigan woods, and there, with my oldest brother James, took up a claim. They cleared a space in the wilderness just large enough for a log cabin, and put up the bare walls of the cabin itself. Then father returned to Lawrence, Massachusetts, and his work, leaving James behind. A few months later, my mother; my two sisters, Eleanor and Mary; my youngest brother, Henry, 8 years of age; and I, then 12, went to Michigan to work on and hold down the claim while father, for 18 months longer, stayed on in Lawrence, sending us such remittances as he could.

NARR: A hundred miles from a railroad, 40 to a postoffice, and a half-dozen to the nearest neighbors, the fatherless family, without skills in the ways of the woods or the most primitive methods of farming, not only taught themselves how to survive, but found the challenge invigorating.

WOMAN: Looking back through the eyes of that 12-year-old girl, those first months seem to have been a long-drawn-out and glorious picnic, interrupted only by occasional hours of pain or panic, when we were hurt or frightened.

NARR: In the earliest days, success of a homestead or farm was heavily dependent on the family working together.

WOMAN: If we were lucky and the older boys could help in the field, our crops and livestock might carry the mortgage or repair the equipment, but my butter and egg money kept us going. That and the Good Lord.

FADE TO BLACK

FADE UP SCENE 4:

MAN: The way these people are usin' up the land, it's gonna be a desert in 50 years.

WOMAN: When we started this farm, it was full of stumps so we couldn't plow it. We'd chop up some sod, stick in the seed, and cover it up. We got the best green corn and potatoes I'd ever seen. Now I'm lucky if I can get half the harvest we got a few years ago.

SOUTHERN PLANTER: I'm tellin' you Senator, something's got to be done. Every year over the past five years we've been getting less cotton off these fields. Now the market's falling all over the world, and if we can't increase our crop we're not going to make it.

MORRILL (To Congress): The facts as I have outlined them, Mister Speaker, demonstrate a widespread deterioration of the soil. There is little doubt but that three-fourths of the arable land of our whole country is more or less subjected to this process of exhaustion. The solution, gentlemen, for this waste of our resources, is information and education for the farmer.

NARR: Justin Morrill of Vermont brought the argument to Congress in 1858. His plan was simple on the surface, but complex in its politics—to create colleges of "agricultural and mechanic arts."

MORRILL (To colleagues informally): My proposal is simple and moves toward solutions of several significant issues. I propose that we grant to each state an amount of public lands which they might then sell in order to establish colleges.

MAN: That's a preposterous proposal, Justin. It hasn't a chance. The states will fight the federal government imposing these colleges on them.

MAN 2: No one will support the idea of colleges that teach farmers to farm and mechanics to fix things. That should be learned in the apprentice trades, not in a college.

MORRILL: I understand your objections— and many more, but let me give you some of my reasoning. I've thought long and hard on this matter and it's a subject that I have felt deeply in my own life.

First, the cheapness of our public lands and the ease with which they can be bought and sold has led to a system of bad farming that is stripping and wasting the soil, then making a speedy search for new homes. The result has been a deterioration of the soil, which might only be arrested by a more thorough and scientific knowledge of agriculture—by a higher education of those devoted to its pursuit.

Second, being the son of a hard-handed blacksmith who felt his own deprivation of schools, I could not overlook mechanics in any measure intended to aid the industrial classes in the procurement of an education that might exalt their usefulness.

Third, most of the existing collegiate institutions and their feeders were based upon the classic plan of teaching those only destined to pursue the so-called learned professions, leaving farmers and mechanics and all those who must win their bread by labor, to the haphazard of being self-taught or not scientifically taught at all.

MAN 3 (Rises over the hubbub of rejection): What you argue is reasoned and sound in many of its parts, Justin, but of course it is no use trying to move such a ponderous load through Congress. *(Nods and smiles.)* It would be a grand measure, though!

NARR: Support for the education of farmers and working men had been growing. "People's Colleges" had begun to emerge toward the middle of the 1800s and, in 1855, Michigan opened the first enduring agricultural college.

NARR 2: Agricultural societies, individuals, and elected officials themselves had been requesting legislation aimed at developing a national policy and mechanism for agricultural education in America.

NARR: But as we have seen, such a notion was not universally embraced.

SCENE 5

PROF 1: The purpose of education is to lift the mind and spirit of man out of the dirt and put him in touch with the eternal truths—history, the arts, pure research.

PROF 2: The quality of *all* men's lives should be lifted by learning, not just the privileged few. The function of a college is to serve the needs of the majority of people, to bring a higher standard of quality and expectation to every man and woman who lives in a democracy.

NARR: In Congress, the criticisms were focussed on issues of federal-state relationships. Senator Pugh of Ohio:

SCENE 6

PUGH: Does it follow because agriculture is laudable that therefore the power to regulate or advance its interests is vested in us? It is just as much a violation of our duty to invade the province of the state governments under the name of donations as it would be to invade it by force and violence.

NARR: Senator Mason of Virginia:

MASON: If you have the right to use the public property, or the public money, to establish agricultural colleges, cannot you establish a school system in each state for general purposes of education?

NARR: Senator Clay of Alabama:

CLAY: The people do not favor this measure. They may have been beguiled into the advocacy of land grants for agriculture, but they have never consented to surrender the supervision, control, and direction of their education to the federal government. This scheme of peculation and plunder, suggested by Congress, is pressed by a few greedy capitalists and needy adventurers, who speculate upon our legislation, and not by the honest tillers of the soil.

NARR: The measure narrowly passed both houses and was forwarded to President Buchanan for his signature. Mr. Morrill:

MORRILL: Under great pressure from the delegation from the southern states, the President vetoed the bill. There were not enough votes to override, so nothing could be done— but wait for a change of the administration.

NARR: Lincoln was elected, the war ensued, and the minds of Congress and the people were focussed on the life of the Republic.

MORRILL: How to save that was the all-engrossing topic before which all else must give way. Armies, leaders, taxes, money in the empty treasury must be had right away.

NARR 2: But by 1862 the College Land Bill was again under consideration, and by June of that year had passed both houses with large majorities.

MORRILL: The representatives of the states in rebellion were absent.

NARR 2: And on July 2, 1862, the President signed into law the Morrill Act of 1862.

NARR: It granted each state 30,000 acres of federal land for each senator and representative. The colleges to be established were described as ones where "the leading object shall be, without excluding other scientific and classical studies and including miltary tactics, to teach such branches of learning as are related to agriculture and the mechanic arts. . . ."

MORRILL: And don't forget the final line of that section: "in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life." That is the key—to prepare anyone, indeed everyone, for the rest of life. Intellectual instruction, not manual, was at the root of my dream—a liberal education, not limited

to a superficial and dwarfed training as might be supplied by a foreman in a workshop or an experimental farm.

FADE TO BLACK

FADE IN SCENE 7

NARR: The new colleges faced some resistance.

FARMER 1: That's the dumbest waste of money yet. There ain't no way you can teach a person to farm out of a book.

FARMER 2: You got that right. What are they goin' to do, teach him to rake harder?

NARR: Lack of facilities, research studies, and students prompted Isaac P. Roberts of Cornell to comment:

ROBERTS: In many ways the land-grant colleges were born one full generation before their time.

NARR: And indeed that was probably true on several levels: the farmers were not attuned to the need for more scientific techniques; the Homestead Act of 1862 cheapened land and made it possible for anyone to go west and reap an abundant harvest with no special education; and the new colleges did not have a solid research base from which to teach new methods. Born from these weaknesses, however, came a series of ideas that gradually transformed higher education in America.

SCENE 8: SEAMAN KNAPP TO GROUP

KNAPP: Gentlemen, we cannot teach scientific agriculture if we do not have the research to teach from.

NARR: Seaman Knapp of the Iowa Agricultural College spoke for many educators.

KNAPP: Germany and England have run agricultural experiment stations for 50 years. In the past few years, Connecticut, North Carolina, and California have started such stations, and I applaud them. But gentlemen, this is a huge country with diverse climates, crops, and agricultural problems. What can one or two stations on the Atlantic Coast do toward educating half a continent in the broad domain of agriculture? What we need is a system of experiment stations established by our federal government and located in each state at the land-grant colleges and universities.

NARR: In 1887, after several years of debate and modification, the Hatch Act was passed by Congress. Under the stewardship of William Henry Hatch of Missouri, the bill provided for the establishment of stations to conduct research and investigations to support a permanent agricultural industry in the United States.

HATCH: "This shall include investigations as have for their purpose the development and improvement of the rural home and rural life and the maximum contribution by agriculture to the welfare of the consumer."

NARR: The Hatch Act had great implications for the future of agricultural education, for it suggested that research should go beyond studies of plants and soils and deal with rural life and the distribution of products to the consumer; it mandated that [experiment] stations reach out to rural people in their homes through publication and distribution; and it provided the model for cooperative partnerships between the federal government and land-grant institutions. But. . .

SCENE 9

MAN: I'm tellin you, Representative Morrill, your land-grant colleges are in a sorry state. They're sittin' between a rock and a hard place—Congress thinks the states should support 'em and the states look at them like they're federal colleges. If they don't get more money somehow, I don't know what's gonna happen.

MORRILL: I know, I know. I've tried to get Congress to increase suppport, but they won't have any part of it.

NARR: By 1890, however, Morrill finally persuaded his colleagues to increase the endowment for the land-grant institutions, many of which had been barely able to exist. But during the development of the legislation another significant issue emerged:

MAN: I been a free man for 35 years. I've worked my own land, brought up five children. I'm an old man, and I never learned to read too well, but my children do. And they're tellin' me there's places in every state that a man can go to learn better farmin'. They say that Congress pays for these colleges. But, they say, in my state, coloreds can't go. They say that, in my state, there's no place a colored man can go to make himself smarter about farming. Now that ain't right, cause you're the government of all the people, and if you're goin' to make colleges for white people, you got to make colleges for black people, too.

MAN 2: This is outrageous. The colleges are state institutions and the federal government has no right to interfere in the way they are run.

MAN 3: That may be, but Congress does have the right to specify how its money is used by the states.

NARR: The Second Morrill Act contained the following clause:

NARR 2: "Provided, that no money shall be paid out under this act to any state or territory for the support and maintenance of a college where a distinction of race or color is made in the admission of students."

NARR: Because of strong resistance by the southern states, a compromise was struck by adding another clause:

NARR 2: "But the establishment and maintenance of such colleges separately for white and colored students shall be held to be a compliance with the provisions of this Act, if the funds received in such State or Territory be equitably divided as hereinafter set forth."

NARR: This historic language resulted in the establishment of new black colleges and the designation of existing colleges as 1890 Land-Grant Institutions throughout the southern states. Their birth and continuation was a struggle—one that would not be fairly treated for more than a half-century, but at least the land-grant ideal of an education for all people had been proclaimed.

FADE TO BLACK

Part II—A SOLUTION

FADE IN SCENE 10: SEAMAN KNAPP AND LAND DEVELOPERS

MAN (Representing English company): We've acquired a sizable piece of land on which we would like to establish some crops for domestic and export sale.

KNAPP: How much and where?

MAN: Approximately one million acres in southwestern Lousiana. We have come to you, Mr. Knapp, because we believe that, with your knowledge of scientific methods of farming and your obvious successes here in Iowa, you might be able to attract good farmers to these lands.

KNAPP: Why do you think I can sell land?

MAN: Our interest isn't in you selling the land. It's in your making the land and the possibilities of its development attractive to good farmers.

NARR: Born in New York, raised in Vermont, Knapp was a schoolteacher who at age 33 headed west, where he settled in Iowa and became a farmer, then a journalist, a teacher again, and finally in the 1880s, was made president of the Iowa Agricultural College. He was outspoken in his views of the role of land-grant colleges.

KNAPP (To a large group): It is a narrow view of an individual college that it shall benefit only such as come to her halls. It was, therefore, wise to send our great

agricultural and mechanic colleges into the country and let them do the work needed to elevate country life.

NARR: Perhaps to prove his point, he took the risky, yet challenging, step of leaving the College and joining the land venture in Lousiana. After initial examination, the possibilities did not look bright.

SCENE 11: KNAPP TO HIS ASSOCIATES IN BUSINESS

KNAPP: I've talked to the farmers until I'm blue in the face and they're convinced this is a poor risk. Talk won't convince them.

MAN: What do you propose?

KNAPP: All of us get set in our ways and are nervous about trying something new. The less we have, the less we'll risk. Farmers are no different from the rest of us, and they're skeptical about this new "scientific" farming.

MAN: We understand that.

KNAPP: But, if we could take some of the risk out of making the change, offer a carrot, maybe we could get some things moving. Of course, it'll take some time, but I'm sure we can get results.

MAN 2: What is the "carrot" you're suggesting?

KNAPP: We offer good terms on land for one settler for each of the Louisiana townships. Each farmer so settled agrees to work his land under my advice in accordance with sound agricultural methods. Once others see what can be done, they'll be persuaded to move here and join in the bounty.

NARR: And that is precisely what happened. Within 10 years, thousands of northern farmers settled the region, turning Louisiana into the leading rice-growing region in the United States. Knapp later wrote:

KNAPP: We learned then the philosophy and power of the demonstration.

SCENE 12: USDA OFFICIAL TO KNAPP

OFFICIAL: Seaman, you've been making a lot of noise for years about your methods of teaching people farming. Now's the time to prove it. Farmers in the South are hurtin'. They're asking for help. So I've been authorized by the Department of Agriculture to appoint you a special agent for the promotion of agriculture in the southern regions.

KNAPP: What's my budget?

OFFICIAL: Minimal.

KNAPP: I need enough support to set up some demonstration farms.

OFFICIAL: We can cover some of that, but you might need to find some local sources of support as well.

NARR: Knapp set up five demonstration farms in Louisiana and Texas to show farmers what might be done to solve some of the problems they faced. But they weren't very successful.

KNAPP (To farmer): You've seen what we've done here—better production without extra cost. Anybody can do it on their own farm.

FARMER: Maybe.

KNAPP: You just need to follow some of these steps we've worked out, and I can guarantee you'll strengthen the soil and start building a more productive farm.

FARMER: Maybe.

KNAPP: You willing to try it?

FARMER: Probably not. I don't have no government money behind me to save my butt if it don't work.

KNAPP: But it will work!

FARMER: I guess I'll just do it like I'm used to.

NARR: It became clear to Knapp that government-supported demonstrations weren't going to convince farmers already suspicious of government.

KNAPP: What we need to do is find farmers willing to try it themselves, on their own.

NARR 2: The farmers around Greeneville and Terrell, Texas, offered Knapp the opportunity to test his idea. They asked for a demonstration farm and Knapp obliged—but this time with a difference.

KNAPP (To group around table): I've talked with Mr. W. C. Porter of Terrell, and he has consented to run a demonstration on his own farm at his own expense. In this demonstration, the government will provide nothing but information and guidance.

MAN: What if these ideas of yours don't work? Porter's gonna lose his shirt.

KNAPP: Let's look at it this way; if Mr. Porter comes off better at the end of the season, the whole community benefits from his labor. Now if the community is going to gain by his taking the risk first, maybe you could band together to ensure his risk, in case things don't work out.

MAN: You must not be too confident about these newfangled ideas.

KNAPP: I'm very confident, but you're the people who have to believe, you're the people who should share the risk if you might share the reward.

NARR: He persuaded the business community to establish an insurance fund for Porter, and to set up an executive committee to see that Knapp's farming practices were carried out. At the end of one growing season, Knapp had found some believers:

PORTER: By God, Knapp, I've got to hand it to you. I made better than seven hundred dollars more than I expected from that land I farmed with your directions. I'm gonna work my whole 800 acres that way next year, and I'll bet half the county'll go with it too.

NARR: Knapp's success in Texas confirmed that a community-supported, locally owned demonstration farm was a highly effective teaching tool. It was tested again the following year by the boll weevil.

SCENE 13

MAN: It's so bad in places in Texas and Arkansas that an awful lot of good farmers are packin' it in and movin' out.

NARR: Knapp was contracted by the Department of Agriculture to help farmers deal with the weevil on their own land. He hired 20 special agents to work with the farmers. All were farmers or ex-farmers. None were college graduates.

KNAPP (To the agents): Your first job is to get the farmers to cooperate in the project. To do that you've got to get them to trust you.

AGENT: A lot of 'em are suspicious of their own *town* government. How do we get them to listen to us from the *federal* government?

KNAPP: To start with, don't set yourself up as an "expert." You don't get people to cooperate by actin' smarter than them. Go slow. Don't knock their ideas and say ours are better. Some farmers may have what you think are peculiar views of agriculture. They farm by the moon, maybe. Never try to disillusion them. Let them believe in farming by the moon or the stars if they'll faithfully try our methods. And *never* discuss politics or churches.

NARR: His 20 agents fanned out across Arkansas, Texas, and Louisiana, enlisting the aid of bankers and merchants in securing the cooperation of farmers. The 7,000 "cooperators" received working plans, record sheets, and forms to keep track of their activities. They agreed to follow Knapp's instructions, which the agents passed on in monthly visits.

KNAPP (To the agents): The cooperators will be the most important teaching tool you've got. What a man hears he may doubt. What he sees he may possibly doubt. But what he does himself, he cannot doubt.

NARR: Success generated new converts. With support from the Department of Agriculture and John D. Rockefeller, Knapp's work expanded. By 1908, 157 agents were working in 11 southern states on a variety of projects.

MALE AGENT: We weren't fighting the weevil now, but tryin' to give farmers help on the everyday problems of runnin' a farm.

MALE AGENT 2: We even started working with young people, with the boys "Corn Clubs." You know, where a boy would have a plot of ground of his own and experiment with some new things. Sometimes the boys' plots outdo the fathers'.

FEMALE AGENT: We started young homemaker projects with girls, things like canning and sewing. Soon the mothers were caught up in the project, and we demonstrated special touches in buttermaking or breadmaking, then water for the house and screens for the windows. In all of this we were guided and directed by Dr. Knapp.

KNAPP: One of my goals is to broaden the vision of rural women, to give them new possibilities for home and family life, and greater optimism about their own potential.

SCENE 14

NARR: Support for agent/teachers in rural communities burgeoned during the first decade of the twentieth century as the Association of Land-Grant Colleges and the Country Life Commission appointed by Teddy Roosevelt added their voices to the argument.

BAILEY: We need a national extension service to combat the principal problems of rural life—lack of the proper kind of education.

NARR: . . . said Liberty Hyde Bailey, Chairman of the Country Life Commission. Almost without exception, the leaders of farm organizations and land-grant colleges joined to urge Congress to establish such a service.

BUTTERFIELD: It is vital that the colleges enlarge their extension work with farmers—going to their homes and communities, and bringing to them the most useful instruction possible.

NARR: Kenyon Butterfield, Chairman of the American Association of Agricultural Colleges and Experiment Stations.

NARR 2: Congress listened, and through the tenacity of Francis Lever of South Carolina in the House and Hoke Smith of Georgia in the Senate, the Smith-Lever Act establishing the Cooperative Extension Service became law in 1914. In spite of strong support of the concept, debate was heated.

NARR: The solidarity apparent in arguments for establishing the Extension Service began to show tattered edges when specific issues were addressed.

BUTTERFIELD: It has to be a national system to provide a consistent, rational, and efficient program, Mr. Bailey.

BAILEY: I would agree Mr. Butterfield, but I'm convinced that if the federal authorities should become involved with the county agent system, individual freedoms and local autonomy will be compromised.

NARR: Secretary of Agriculture David Houston in testimony before a Committee of Congress.

HOUSTON: As I have heard your debate thus far, it would appear that you are focusing on the wrong issue—federal control versus local autonomy. The problem is that there are folks in many parts of

this nation who are in need of the information that is available from the land-grant colleges.

VICE-PRESIDENT: The Chair recognizes Senator Smith of Georgia.

SMITH: Mr. President, the bill I am introducing today, far better than the former bills, seeks to bring about cooperation between the state colleges, the experiment stations, and the Department of Agriculture in the conduct of extension work.

NARR: Secretary Houston:

HOUSTON: If the researchers and farmers are brought together in some organized fashion, according to a clear plan to determine needs, apply research methods, and distribute the findings, then we will have an efficient system. This bill will bring the state and federal agencies together and make them work with a single mind—they are working for the same people—and it is this coordinating feature that is the key to the whole matter, both in the nature of the research to be conducted and the plan for getting this information to the farmers.

NARR: While not quieting all dissenters, the legislation forged a unique relationship between Washington and the states. Not everyone was pleased with the details of that relationship. Booker T. Washington, president of Tuskeegee Institute of Alabama:

WASHINGTON: In regard to the Smith-Lever appropriations, I fear that in most of the states, the Negro will get very little if anything from this fund. I use Alabama as an example; the federal treasury now sends approximately $100,000 to Alabama for the land-grant colleges. Of that total amount, the colored people receive only about $22,000. This, I am sure you will agree with me, is injustice.

NARR: Amendments were offered that required the Secretary of Agriculture to approve distribution of funds where two land-grant institutions existed in the same state. The debate was long and often strident between Senators Cummins of Iowa and Vardaman of Mississippi, on January 31, 1914.

CUMMINS: I infer, then, from what has been said by the Senator from Mississippi, that there is no discrimination whatever between the white man and the black with reference to the demonstration work?

VARDAMAN: Oh, I think that, as a matter of fact, 99 out of every 100 of the farms upon which the work is done are farms belonging to white farmers, because it is not very safe to leave that work to be done by Negroes.

CUMMINS: Then does the Senator from Mississippi think that this large proportion of the appropriation to be expended in the South will be expended in fair proportion for the benefit and the instruction of the Negro?

VARDAMAN: Absolutely, as much as he will take; as much as he is capable of absorbing.

CUMMINS: The Senator from Mississippi is proving my case. The real demonstration work in the South is intended to educate and instruct the white farmer, or the white owner of land who then gives his renters or those who work his farm the benefit of the instruction he has received in demonstration work.

NARR: As signed, the law contained nondiscriminatory language, but left the states to divide the funds between black and white colleges. The potential for inequity was great, and it was a half century before equity would be guaranteed.

NARR 2: Other issues were strongly contested—the method of teaching, for example.

SCENE 15: PEOPLE AROUND A TABLE

COLLEGE REP: I see no essential difference in principle between teaching farmers in a college or teaching farmers a mile away.

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SEC. OF AGRICULTURE: Mr. Knapp, why can't demonstration work be conducted by traditional educators in a more dignified way with more professionally accceptable standards?

KNAPP: I can see three reasons, Mr. Secretary. The gentlemen from the colleges, number one, don't know anything about farming. Number two, they don't know anything about education. And number three, they don't know anything about people!

LEVER: Mr. Speaker.

SPEAKER: Mr. Lever?

LEVER: Mr. Speaker, we have expended in the neighborhood of a hundred million dollars in the last half century gathering valuable agricultural truths. We have spent 50 years trying to find an efficient agency for placing this information in the hands of the people for whom it was collected. The plan proposed in this bill undertakes to persuade the farmer to change his methods by personal contact, not by writing to a man and saying that this is a better plan, or by standing up and talking to him and telling him it is a better plan, but by going onto his farm, under his own soil and climatic conditions, and demonstrating there that you have a method that surpasses his in results.

NARR: When the debate was over and the Smith-Lever Act was law, the eloquent and idealistic statements of the purpose and goals of the new Cooperative Extension Service clearly argued for a broad and humane mission. Francis Lever:

LEVER (to Congress): The county agent is to assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship.

NARR: Seaman Knapp:

KNAPP (to agents): Your task is to solve the problems of poverty, to increase the measures of happiness, and to harness the forces of all learning to the useful and the needful in human society. Our true goal is to create a better people.

FADE TO BLACK

Appendix B: Lecturette: "Sharing the Vision of Extension Work"

On the following pages we suggest one way of presenting the lecturette in Unit 2. The words here need not be read. Rather, they suggest points and comments that the speaker might include in her or his own words. A set of five slides or overhead transparencies, with quotations from Extension's past, concludes (or may be worked into) the lecturette.

Given the review of the significant eras of Extension work, across the country and in our own state, we would like to turn now to a description of who we are today, what makes us unique as an agency, what characteristics we can ascribe to our present state of evolution, and what role we play in people's lives.

Consider the following five statements about Cooperative Extension and allow me to elaborate briefly on each.

1. Cooperative Extension is unique in structure and function; Extension is a highly flexible, multipurpose organization supported by three levels of government: the local county; the state, through its land-grant institution; and the federal, through the U.S. Department of Agriculture.

2. Cooperative Extension exercises an essential, integral role in the three-part mission of the land-grant institution; without Extension the institution's classroom teaching and scholarly and scientific research roles would not fulfill their charters.

3. Cooperative Extension has both historical roots and contemporary roles in connecting knowledge and the process of

education with the lives of all people, regardless of wealth, race, sex, age, handicap, or any other distinction.

4. Cooperative Extension was framed in the broadest possible terms: to help families use their own resources and those of their communities, universities, and government toward self-development and development of their communities, their country, and their world.

5. Cooperative Extension is a remarkable force in safeguarding our democracy, allowing citizens from all walks of life to enter into the process of public judgment with self-awareness, information, and understanding.

Since these characteristics build on one another, let me return to the first statement regarding **the structure and function of Cooperative Extension.** As Warner and Christenson point out in their national assessment of the Cooperative Extension System, society has allowed few organizations the flexibility Extension has to adjust to changing needs, to encompass more than one purpose, and to avoid domination by any one level of government.

While Extension's role is educational, the method through which its programs are developed, funded, and evaluated relies on a closeness to the people, a responsiveness to societal trends, and attention to local needs and resources.

Someone once said that policy is where the dollars go and where they come from. If that is the case, Extension policy reflects a responsiveness to people at the county level. Fully 70 percent of Extension staff members are at the county level, 26 percent are state specialists and program leaders, 3 percent are state administrators, and only 1 percent federal specialists and administrators (Warner and Christenson, 1984, p.11).

Funding for a state's Extension education programs comes from the counties, averaging 18 percent; from the states, usually through the universities, averaging 44 percent; and from the U.S. Department of Agriculture, averaging 38 percent of each state's budget (Warner and Christenson, 1984, p. 15). In our own state, _____ percent of our resources come from the federal government; _____ percent come from the county; and _____ percent from state funding. [*Note to leader or lecturer: Fill in appropriate values for your own state.*]

That Cooperative Extension has enjoyed public support and been given the flexibility to respond to local needs is due in large part to this unique funding mechanism.

The second characteristic is Cooperative Extension's **integral role** in the mission of the land-grant institutions. As you have no doubt observed in your preworkshop reading and in the videotape that portrayed some of our history, the development of the land-grant institution system took place in years between the nation's civil war and her involvement in "the war to end all wars." In that half-century, the institutions experimented with a number of techniques and devices to extend knowledge beyond the campuses, evolving the system of nonformal education that we know today as Cooperative Extension. Had they not reached out to the people to meet the needs of the times, history would have swept them by, relegating them to "minor league" status. Today, long after the post-World War II capital boom on college campuses, the land-grant institutions are once again taking stock of their connection to the people, and Cooperative Extension plays a distinctive, although not always well-recognized role, in generating public support.

The early land-grant institution administrators and professors may have been skeptical about Seaman Knapp's pragmatic farmer agents. But these agents were successful in bridging the gap between classroom and field when the professors themselves had thrown up their hands at trying to force formal education into the lifestyle of an agrarian, rural America.

Extension work today depends very much on the creative talents for classroom teaching, scholarly research and applied problem solving of our colleagues on the campuses. And they need us to make relevant the results of their work. Every time we take a problem back to the campus and find the talent to tackle it, and every time we take the results of some new research to our communities, we are fulfilling the vision of Justin Morrill and Seaman Knapp, and those who caught their enthusiasm a century ago.

As we have seen, at the time Extension was created, the nation was being pushed to rethink its dealings with blacks and women. The hope and design were for Cooperative Extension to work for the most effective rousing of the people on the land—all the people—regardless of color or race. Reflecting a society that rejected slavery, but sanctioned segregation, the framers of the enabling legislation tried to include language that directed the states not to discriminate on the basis of race. (The final bill, however, left such decisions to the states.)

Booker T. Washington, president of Tuskegee Institute, used his national acclaim in attempting to secure more equitable distribution of Extension funds, and hoped at least to move the southern states toward the Supreme Court's ruling accepting "separate, but equal" facilities. Washington's vision of economic stability for the Negro race was based on a strong reliance on agriculture, stemming from his faith in his demonstration agents and extension work.

Women, whose 50-year struggle for recognition of basic rights called for in the Declaration of Independence was beginning to yield the vote, at least in the western states, were given special attention by the male policymakers spearheading the creation of extension work. Frank Lever's committee, after mentioning young men and women as recipients of extension programs, went on to underscore the role of the farm woman in rural society in these words:

> The drudgery and toil of the farm wife have not been appreciated by those upon whom the duty of legislation devolves, nor has proper weight been given to her influence upon rural life. Our efforts heretofore have been given in aid of the farm man, his horses, cattle, and hogs, but his wife and girls have been neglected almost to a point of criminality. This bill provides the authority and the funds for inaugurating a system of teaching the farm wife and the farm girl the elementary principles of homemaking and home management, and . . . there is no more important work in the country than this.

According to Warner and Christenson (1984), today, women are slightly more likely to be users of Extension than are men. But by far the majority of clientele are white, middle income, and well educated, with minorities generally being underrepresented. You have seen in the preworkshop material some of the startling demographic projections for our society—that, for instance, in 1990 one out of every five Americans will be black or Hispanic, and that by the year 2000 one of every three of us will be nonwhite. We have a major job to do, in ensuring that Extension truly serves a society that includes growing proportions of nonwhites, particularly of Asian-Americans, Hispanics, and blacks.

While the design and intent are there for actively combating discrimination in Extension programs, one of the challenges ahead is to target our programs to meet the needs of various subgroups of our population.

Let us summarize thus far: Cooperative Extension continues its commitment to its place in the land-grant institution, its unique three-way partnership, and its work with all of society. These days are times of questioning, debate, and, no doubt, change as well, as we are involved in a reexamination of the land-grant system, Extension's proper role, and especially the role of the federal partner. So it is necessary to reaffirm those special characteristics of Cooperative Extension, those traditional aspects of the system that have made its impact on people so important.

Some would question the evolution of Extension work to include the broad mission it claims today. But listen to the words of Extension's chief architect:

Our true goal is "to create a better people, . . . high-minded, stalwart, courageous, and brave. . . . You are beginning at the bottom to influence the masses of mankind, and ultimately those masses always control the destiny of a country. . . . If we begin at the bottom and plant human action upon the rock of high principles, with right cultivation of the soil, right living for the common people, and comforts everywhere . . . the people will lend their support and all civilization will rise higher and higher, and we shall . . . become a beacon light to all the nations of the world."

The words of Seaman Knapp ring as loudly and clearly as Paul Revere's Liberty Bell across the 75-year history of Extension. We know that the context of his vision was intertwined with the society of his own experience, an agrarian society, with the farm community clearly influential in its political power, and increases in production of food and fibre a national priority. But the architects of the Cooperative Extension Service saw clearly that it was the role of the land-grant institutions to develop people, empowering them to use knowledge to take ever-increasing charge of their own destinies, whatever the backdrop of society. As society changes, the Extension philosophy and concepts remain vital, compelling, and as fresh as when Seaman Knapp urged his followers to "solve the problems of poverty, to increase the measures of happiness, . . . to harness the forces of all learning to the useful and the needful in human society."

Finally, there is the role of Cooperative Extension in helping citizens with their responsibilities in a democracy. Although Tom Jefferson may be labeled an elitist by some, it is his statement that foreshadows the importance of an educated electorate that we know in our bones to be true today:

> I know of no safe depository of the ultimate powers of society, but the people themselves. And if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education.

And consider George Washington's statement about education: "There is nothing," he said in his first annual address to Congress, "there is nothing which can better serve your patronage than the promotion of science and literature. Knowledge is in every country the surest basis of public happiness."

These were visions of what it would take to make the democratic experiment a success.

There is no question that these revolutionary concepts fired the imagination and the visions of Justin Morrill and Seaman Knapp and Booker T. Washington and Frank Lever—all of whom helped to create the system for extending the work of higher education into the lives of people in every community in the nation.

What if they had not been there at that junction of events? Today, as the age of information sweeps over our country, our world, we would have to invent a Cooperative Extension System to help citizens achieve their full stature in a democracy.

Our communities are beset with issues of enormous complexity. While we know that science and technology can provide elements in the solution of these issues, in a democracy, the solutions require public debate, which blends technical abilities with a political concern.

In the face of complexity, the average citizen feels an overpowering urge to cease to participate, even at the local level: to let the "experts" solve the problems. Information abounds in the popular media, in textbooks, and in classrooms. But the citizen must make a *context* of information and her or his own experience. As Daniel Yankelovich, a leading authority in public opinion re-

search, suggested, we must move from mere public opinion to public *judgment*, a process of bringing people together in a public space and helping them to work through the issues.

No other task of the land-grant institution and its state Extension service looms larger than to help citizens deal with information. We can no longer hide behind a facade of representing the truth, for there are many truths and we are awash in information. The chief task is to learn how to evaluate information and how best to apply it to the problems that confront us. In Extension, we must help people participate in democracy and fulfill their role as citizens, creating consensual truths and policies that solve society's most difficult problems.

We have presented here some ideas that are heavy with philosophical implication and difficult to hold in mind all at once. For a little inspiration, let us focus again on some of those stirring quotations from Extension's early history.

[*Note:* To conclude the lecturette, show the five slides or overhead transparencies of the quotations about Extension's ultimate mission. Read each aloud as it appears on the slides and transparencies.]

"The fundamental function of . . . Extension education is the development of rural people themselves. . . . Unless economic attainment and independence are regarded chiefly as means for advancing the social and cultural life of those living in the open country, the most important purpose of Extension education will not be achieved." — A. J. Klein, et al. *Survey of Land-Grant Colleges and Universities*, 1930

Our true goal as Extension workers is "to create a better people . . . high-minded, stalwart, courageous and brave." —Seaman Knapp

"If we begin at the bottom and plant human action upon the rock of high principles, with right cultivation of the soil, right living for the common people, and comforts everywhere, . . . the people will lend their support and all civilization will rise higher and higher, and we shall become a beacon light to all the nations of the world." — Seaman Knapp

"What makes a nation firm and great and wise is to have education percolate all through the people. I want to see education in this grand country correspond to the country." — Seaman Knapp

"Your mission is to make a great common people and thus readjust the map of the world." — Seaman Knapp

Appendix C: Outline for Slide or Transparency Presentation, "The Odd Octopus"

Suggested topics and comments are given here, followed by the 10 guiding values as they appear in the preworkshop essay and the Learners' Packet.

Outline for Presentation

Definition (Hold until end of presentation.)

According to Webster, one definition of octopus is "an organization with branches that reach out in a powerful and influential manner."

Parts of Octopus: After each guiding value you want to emphasize, ask participants to discuss the importance of the value as illustrated in the role-play or cases study, and as they may apply to their own work. [*Note:* (1) The first of the 10 values comes last in this presentation, in order to end with an emphasis on professional improvement and the assessment instruments; (2) Several other modules of *Working With Our Publics* are introduced here and are noted under relative values.]

Value 2: Extension's Mission: Helping People Help Themselves

- Difference between helping people improve their own lives and "improving" their lives for them.

- Relate to case study 1, 2, 4, or 5. Paul Jones's client in case study 1 depends on Extension to make all his decisions.

Value 3: Extension's Goal: Human Development

- Difference between end and means; forgetting the ultimate goal and being sidetracked into service, advocacy, or "safe" activities.

Relate this value to the role-play and case study 1, 2, 4, or 5. In the role-play, for example, if Cindy were to stress the value of human development, she would have a strong incentive for both Joyce Bell and Bernard Grant to understand that Extension's programming need not be limited to certain clients or certain subject-matter areas. As an ultimate goal, human development might not be *enough* to justify a program in child abuse (there may be other factors to consider), but it does focus attention on what Extension education aims for.

Value 4: Extension's Methods: Encouraging Change in Many Ways

- The Smith-Lever Act requires more than information transfer. Note phrase "encourage the application" of useful and practical information, transferring information into knowledge and power.

- Tie in with case study 1, 2, or 4. As in case study 4, the new agent from Yum-Yum County will need to use a variety of methods to reach farmers in a more cost-effective way.

[*Note:* The change process and some of the ways by which Extension educators can encourage constructive change are explained in **Module 2: The Extension Education Process.**]

Value 5: Extension's Methods: An Emphasis on Working with Groups

Tie in with the role-play and case study 2, 3, 4, or 5. In case study 4, Agent Smith must find ways to combine traditional one-on-one visits with the creation of clientele groups—for his own effectiveness. There may be reasons that the farmers "do not attend educational programs"—reasons such as competition among themselves, or distrust of each other. Encouraging the formation of meetings and groups might help to uncover some of the farmers' social norms.

[*Note:* Lively skill-building experiences to help Extension professional staff members increase their effectiveness in groups as group leaders are provided in **Module 5: Working With Groups and Organizations.**]

Value 6: Extension's Methods: Helping Clients Become Volunteers

Exemplify with case studies 2, 3, 4, or 5. In case study 3, Paula's county Homemaker groups can become volunteers by bringing the information they learn in their group to other members of the community. Paula's efforts can mushroom and she can gain control over her workload.

[*Note:* Opportunities to develop our ability to recruit and work with volunteers, particularly as we encourage their growth and development as educators and community leaders, are included in **Module 3: Developing Leadership.**]

Value 7: Extension's Organizational Strategies: Self-Review and Risk Taking

- Use the role-play and case studies 2, 4, or 5 for this discussion. In the role play, Cindy Sears took a certain risk and kept Extension relevant to a critical community problem.

[*Note:* Specific techniques for imagining and projecting possibilities, effects, and consequences, along with practical guidance in the art of taking risks with

one's eyes open, are offered in **Module 7: Techniques for Futures Perspectives.**]

Value 8: Extension's Organizational Strategies: Involving People Lessens Risk

- Tie this in with the role-play or case study 2 or 4. As the agent in case study 2 selects the committee members, he or she will need to involve experts and key leaders in the community. As a group, they can make better recommendations to the town council concerning the quality of the water. And in the role-play, Cindy's discussion with the program subcommittee is a good start toward gaining the support this controversial program will need.

[*Note:* A variety of strategies for understanding the dynamics of complex situations and analyzing their elements in order to create an appropriate Extension response are explored in **Module 4: Situational Analysis**.]

Value 9: Teamwork Is Effective

Emphasize the values of synergy, respect, and open communication.

- Use the role-play and case study 2, 3, 4, or 5 to emphasize this value. In case study 3, Paula might consider asking her co-workers to work with her in analyzing the Homemaker situation, so that all the agents share the problem and work together toward a solution.

[*Note:* The importance of teamwork is reemphasized and valuable ways through which professional staff members can work cooperatively on Extension programs are suggested in **Module 2: The Extension Education Process**.]

Value 10: Public Support Is Essential

[*Note:* In the slide presentation, this value will show along with the ninth leg of the octopus (which is what makes the octopus "odd"). Before showing the next (tenth) slide, ask the group what they expect to come next.]

- Gaining public support for Extension is absolutely essential to one's personal effectiveness in Extension.

- Use the role-play and case study 2, 3, or 4. The process that Cindy (in the role-play) has used thus far is excellent. It is important that she get the support of the board (not to mention her supervisor and others) so that they, in turn, can answer questions that Extension's sponsors may have about Extension's involvement in the family abuse issue.

Value 1: Extension's Vision and Energy: Know Thyself

- The major key to being effective in Extension work. Refer to your opening presentation for Unit 4 and emphasize the assessments the participants have just discussed.

- State definition of *octopus* (see beginning of outline).

- Call participants' attention to the oddness of the octopus (nine legs and the body), explaining the symbolism of the body as head and heart, the fundamental value, and therefore most important.

Extension's Guiding Values

(As they appear in the preworkshop essay and the Learners' Packet.)

1. Know Thyself

Extension educators are agents of learning, growth, and change. The staff's deepening self-knowledge is the primary source of Extension's vision and energy.

2. Extension's Mission: Helping People Help Themselves

For all its diversity, Extension education always works to encourage people to improve their condition in all dimensions of their lives. As Seaman Knapp said to the first extension agents: "Your mission is to make a great common people and thus readjust the map of the world."

3. Extension's Goal: Human Development

The development of people is the ultimate goal of Extension education. Providing research-based information, teaching people new knowledge and skills, helping them to improve production or increase income—all these are means toward that end, and means only.

4. Extension's Methods: Encouraging Change in Many Ways

The Smith-Lever Act requires more than information transfer. It calls on Extension to "encourage the application" of useful and practical information. Extension work is most successful when it involves learners in its programs so thoroughly that they set their own goals, apply new ideas, and receive feedback from others about their progress. Extension does not dictate how people will solve problems, or make decisions for them. Rather, it fosters the democratic ideal of self-governance by encouraging each person or group to choose the best among a variety of options. The methods of Extension education arise from proven principles, and the most effective Extension educators know and use a variety of teaching methods.

5. Extension's Methods: An Emphasis on Working With Groups

Working with groups rather than simply with individuals is more cost-effective, allows more creativity, and encourages democratic processes.

6. Extension's Methods: Helping Clients Become Volunteers

Helping learners become volunteer educators has at least two significant effects. For the learner, it reinforces learning and encourages leadership development; for Extension, it multiplies the outreach and impact of the Extension professional.

7. Extension's Organizational Strategies: Self-Review and Risk Taking

Extension renews itself continually by reviewing its purpose and priorities. When staff members take risks with new or expanded publics and with new or rediscovered educational methods, Extension grows and maintains its relevance to the needs of people.

8. Extension's Organizational Strategies: Involving People Lessens Risk

Risk-taking needs to be considered realistically. When people at all levels are involved, the greater the chances of overcoming resistance and insuring success.

9. Teamwork Is Effective

Extension unit members all share responsibility for the unit's educational program. Therefore, time and energy devoted to team development make for the effective development and coordination of Extension programs.

Far from diminishing individual initiative, teamwork requires each team member to contribute ideas, feelings, and skills in an atmosphere of mutual respect and open communication. Cooperation can achieve complex goals more creatively and more easily than individuals alone can do.

10. Public Support Is Essential

County, state, university, and federal officials need to stay informed about Extension's efforts and impact. Many in-

dicate their desire to be involved by joining an advisory or program-planning group, by attending educational activities, or simply by visiting an Extension client or family. It is best not to ignore Extension's sponsors or to assume they know what we do.

Appendix D: Audiotape Script (Preworkshop Learners' Packet)

Voice 1: As a relatively new Extension professional, you have embarked on a journey in your career that is sure to surpass any learning experience in which you have ever taken part. Like a ship getting under way, you've been preparing yourself in many different ways to ensure smooth sailing. We've designed the workshop, "Understanding Cooperative Extension," to assist you in your preparations. To understand the organization and make your Extension voyage a positive experience, we urge you to participate fully in several preworkshop activities.

Voice 2: Any worthy sea captain always gathers information about the route to the point of destination. As you make your own preparations for an Extension career, it's a good idea to have a solid grasp of the major social and economic issues facing the people with whom you will be working. As you meet people in the next several weeks, ask them to identify those issues from their perspectives. Try to find the five or six most critical issues in your county or state and bring them to the workshop. This will help you exchange ideas with other workshop participants in Unit 5 of the workshop, "The Future of Cooperative Extension." It is also an excellent opportunity for you to meet community leaders and representatives of other agencies. This type of networking will be critical as you begin to look at the educational needs of the people in your area.

Voice 1: As more experienced shipmates and sea captains reminisce about their past journeys, they provide a wealth of information and create a certain awe about the lore of the sea. This also is true of experienced Extension educators, volunteers, and others who have been long familiar with Extension. With the help of your workshop leader, you can identify a person to interview before the workshop. After you have contacted that person and arranged for an appointment, use the suggested questions found in your Preworkshop Packet in Project 3: "What Is Special About Cooperative Extension." The interview should take about an hour. We recommend that you take notes and, if possible, record the interview on tape. This assignment will give you many insights into Extension's past and also into the qualities or traits that will help you succeed in your Extension career.

Voice 2: New shipmates are always intrigued by and eager to read the captain's log. It gives them a rich sense of history and deepens their commitment to the sea. As you read the preworkshop material, we hope you will develop an appreciation for the unique contribution of Cooperative Extension, why we are what we are today, and what we can become in the future. Look for clues to help you identify the following key people in Extension's rich history: Justin Morrill, Seaman Knapp, Hoke Smith, and Francis Lever.

Voice 1: As you are reading, note the answers to the following questions:

Voice 2: What forces gave rise to the creation of the land-grant colleges?

Both Voices: (1) Why did Ray Scott observe, "For twenty years or more, these colleges could only be described as failures?" (2) What is the relationship between the Experiment Station and Extension work?

(1) How did Extension work start? (2) Why did Congress provide such a wide scope for the Extension mission, and what has reaffirmed its interest over the years?

(1) How did Extension's three partners evolve? (2) What changes have taken place in the nation and in Cooperative Extension since 1914?

Voice 1: The captain of a vessel must have a good handle on her or his own strengths and weaknesses, to prevent mutiny on the ship at sea and to guide the crew with relative ease. In order to make your own journey, you have the opportunity to assess some of your work style preferences, skills, and knowledge, all of which may be important to your work in Extension.

Your packet contains instruments that will assist you. The assessment materials are in three sections: a self-assessment instrument in two parts; a peer assessment instrument in two parts, for a present or former co-worker to complete for you; and a section for you to put all the information together, reflect on its significance for you, and set some goals for your further growth and development. To complete the self-assessment, use either the printed material or the floppy disk included in your packet. All you'll need is an IBM-compatible computer and a printer.

Voice 2: At the workshop, in Unit 4, "Personal Effectiveness in Extension Work," you will have the chance to discuss the results of this assessment with two other participants, as a further way to make them useful to you. The assessment will help you set goals for your further growth and development as an Extension educator.

Voice 1: All best wishes for smooth seas and a good following wind in your Cooperative Extension voyage.

Voice 2: If you have time to continue now, let's take a more detailed look at your preworkshop packet. If not, turn the tape off and stow it until you have a chance to browse through the materials.

[*Pause, ocean sounds*]

The letter at the beginning of the notebook is our attempt to put down in writing what lies ahead . . . sort of a companion guide to this tape.

Voice 1: Let's look at the objectives of the workshop. The first objective is to learn key aspects of the enabling legislation, mission, and objectives of Cooperative Extension in the context of the land-grant university.

Voice 2: Second, to identify key people and describe major aspects of the origins and development of Cooperative Extension.

Voice 1: Third, to identify five or more guiding values of Extension work.

Voice 2: Next, to identify personal areas of strength for effective Extension work, and areas needing further development.

Voice 1: Then, to identify future trends in American life that will continue to affect Cooperative Extension into the twenty-first century, and their implications for Extension work.

Voice 2: Sixth, to articulate the need for Cooperative Extension to relate to emerging social and economic trends, recreating itself to meet new situations.

Voice 1: And last, and perhaps most important of all, to feel a deepening commitment to Extension's mission.

Next, we'd like to describe four projects for you to undertake before the workshop:

Voice 2: You are already undertaking the first project! A thorough reading of the Preworkshop Packet will get you off to a great start. We'll describe the content in a few minutes.

Voice 1: Second, we ask you to undertake an informal needs assessment, attempting to identify the major issues in your region, state, or county.

Voice 2: And third, and we think most interesting, we suggest conducting an inter-

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view with one of Extension's old salts, a professional or volunteer, identified by you and your workshop leader. We've even suggested a list of questions, as you'll see under the description of Project 3.

Voice 1: Finally, let's take a bit longer to describe the fourth project, what we call an assessment of professional orientations and competencies. Take a moment to find that section in the notebook, and when you are ready, start the tape again.

Voice 1: Have you ever wondered how to get a good reading on who you are and what talents you possess? All of us reach a point where we'd like to put it all together, assessing who we are and allowing us to set some clear objectives for development. What an indulgence! We don't guarantee that the instrument before you will bring it all together, but we trust it will raise a variety of perspectives about your orientation and competency for Extension work.

Voice 2: Take a look at the self-assessment. In Part I, we ask you to look at your preferred style of work, what motivates you, what feels good and what doesn't feel so good. The results will help place you on a scale or spectrum of styles in which your co-workers operate.

Voice 1: Part II asks you to focus on the talents you bring to your work in Extension: a checklist of forty different competencies which, when completed, will give you the basis for a professional development plan. Again, you can complete the self-assessment by using either the printed instruments or the floppy disk.

Voice 2: And then, as you'll see, we provide the same two-part survey for you to use with a trusted co-worker, getting feedback now, so that you can use the workshop as an opportunity for some focused thinking and planning. This is what the Peer Assessment instrument is for. And by the way, the Peer Assessment is not included on the floppy disk, so ask your co-worker to use the printed instrument.

Voice 1: Then, replacing the fortune-teller's crystal ball with an interpretive workbook, Part III allows you to understand and place in perspective your own and your co-worker's assessments, suggesting finally, a series of reflective questions to help organize your thinking—questions about differences between your assessment and your co-worker's, about your strengths and opportunities for growth, about needs for change that the profiling process has revealed, and about your goals for continuing professional growth.

Voice 2: At the workshop, you will have time to check all this out with some others. Bring your self, peer, and summary assessments along. They are for your use alone, but will be helpful in focusing your discussion.

Voice 1: The workshop will blend many aspects of an introduction to Extension work into a variety of formats. We start with a video collage of Extension's roots in nineteenth-century America: glimpses at the people and issues that brought the land-grant system into being, and created Cooperative Extension.

Voice 2: You'll work in small groups and in large groups to build a sense of the values inherent in Extension work, and, with the results of your needs assessment and interviews with Extension "salts," you'll build a common vision about the future of Extension work. From there we will attempt to show the scope of the effort, using examples from Extension programs throughout the U.S.

Voice 1: Another "chunk" of the workshop is given to the discussion of some guiding values in Extension, and how those values are distilled into a unifying mission. From there we move into some opportunities to anticipate actual work situations, with case studies and role-plays.

Voice 2: We have captured on videotape some provocative views on the future of Extension, and will use those as an introduction to some small and large group

discussions. Finally, we close the workshop with a review of the whole experience of Module 1 and a chance to reflect on how it has been for you.

Voice 1: And now, we are about to let you curl up with your preworkshop reading. If you would like a preview of the essay in your packet, turn over this tape and listen to the shortened version we've included there. Bon voyage!

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Learners' Preworkshop Packet

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Guide to Preparing for the Workshop

Welcome to "Understanding Cooperative Extension: Our Origins, Our Opportunities!" We have designed a workshop that we think you will enjoy and benefit from, and since you and the other participants will play a major part in the workshop, we have written this short guide to help you prepare for it.

Before going further, notice the audiotape enclosed with your preworkshop packet. We suggest that you listen to the tape as a way to familiarize yourself with the materials in the packet before you begin the suggested projects.

Actually, the learning experience has already begun! To keep the workshop brief and to the point, you are asked to take care of a few things now and in the next few weeks. All told, we are asking for about a day's worth of your time, not necessarily all at once, and your willingness to share what you learn with other participants in the workshop. In return, you will have the chance to learn a great deal about Extension that will be helpful in your work.

That is our contract with you, and we invite you to accept it in a spirit of working together on these activities.

First, though, you deserve to know that we have designs on you. The workshop was developed with specific objectives in mind, and you should know what they are.

Workshop Objectives

At the conclusion of the workshop, you will be able to:

1. Explain key aspects of the enabling legislation, mission, and objectives of Cooperative Extension in the context of the land-grant institution.

2. Identify key people and describe major aspects of the origins and development of Cooperative Extension.

3. Identify five or more guiding values of Extension work.

4. Identify your personal areas of strength for effective Extension work, and areas that need further development.

5. Identify future trends in American life that will affect Cooperative Extension into the twenty-first century, and their implications for Extension work.

6. Articulate the need for Cooperative Extension to relate to emerging social and economic trends, recreating itself to meet new situations.

7. Feel a deepening commitment to Extension's mission.

These objectives are our expectations about your learning before and during the workshop. As you see, we are aiming high, which is why your part of the agreement is so important.

Your Preparation for the Workshop

There are four projects to complete before the workshop. They are important because they provide the content you will need as a participant in the workshop discussions. We will refer to the various units of the workshop as we describe the projects so you can see how things fit together.

Project 1: Cooperative Extension—Where We Have Been, Where We Are Today

This packet includes an essay about Extension's origins and history, the type of organization we are, and key issues facing us as we move toward the twenty-first century. The cassette tape recording included in this packet is a shortened version of the essay. The more familiar you

are with this material, the more meaningful your experience in the workshop will be. Also, familiarity with the content will help if you are asked to serve as a small group discussion leader or panel member at the workshop.

Recommendation: Read the written materials before you tackle the other projects. Listen to the cassette tape as you travel in your car.

Project 2: Major Issues in Your Region, State, or County

In your conversations with various people during the next few weeks, ask them what they see as the major social and economic issues facing people in your region or local area over the next 10 years. Just before the workshop, identify the top five issues that are the most significant for you as an Extension educator. Define and describe each one briefly on the sheet provided, and bring it with you to the workshop.

In Unit 5 of the workshop, "The Future of Cooperative Extension," you will have the opportunity to share those priority issues with other participants in the context of global and national perspectives about the future and Extension's role in the future.

Recommendation: Make it a point to raise the question of issues with co-workers, lay leaders, and other people you meet, including the person you interview in Project 3. This is an effective way to introduce yourself to community leaders and others whom you will come to rely on in your Extension work.

Project 3: What Is Special About Cooperative Extension?

Your workshop planning group or leader has suggested persons who might be interviewed before the workshop. You may have others in mind as well. For this interview, please consult with your workshop leader, select one person to interview before the workshop, and contact that person to arrange for an appointment. Use the questions on the interview sheet as the basis for an interview of about an hour.

The interview will relate directly to workshop discussions in Unit 2, "What Is Cooperative Extension?" and Unit 5, "The Future of Cooperative Extension."

Recommendation: Take notes and, if possible, record the interview on tape. The interview's purpose is to put you in touch with a person who is very familiar with Extension, so use the questions, not mechanically, but as they are helpful to you.

Project 4: Extension and You—Work Style Preferences and Competencies

Your packet contains instruments that will assist you in assessing some of your work style preferences, skills, and knowledge that are important for your work in Extension. The assessment materials are in three sections: a Self-Assessment Instrument, in two parts; a Peer Assessment Instrument, in two parts, for a co-worker or other professional person to complete for you; and a section in which to put all the information together; reflect on its significance for you; and set some goals for your further growth and development.

Besides the printed assessment materials, a floppy disk contains the Self-Assessment and Peer Assessment instruments as an alternate means of completing this project. If you use this approach, your computer will crunch the numbers for you and print out the results.

At the workshop, in Unit 4, "Personal Effectiveness in Extension Work," you will have the opportunity to discuss the results of these assessments with two other participants, as a further way to make them useful to you. Please be sure

to bring the assessment materials with you to the workshop—but note that they are for your use only!

Recommendation: The assessments will work best after you have been on the job for several months. If your Extension experience is now less than that, wait until just before the workshop to complete the Self-Assessment. You may want to defer the Peer Assessment until you have worked with others for a longer time. Although we encourage you to complete the entire project, you need not complete the Peer Assessment before the workshop.

Final Suggestions

If you have any questions about the four projects or the workshop itself, do not hesitate to contact a member of the workshop planning group or the workshop leader. These individuals are identified in the correspondence that accompanies these materials.

All best wishes to you for a valuable orientation to Cooperative Extension and a fulfilling Extension career!

—Module 1 Development Team

Please be sure to bring these things to the workshop:

"Cooperative Extension: An Essay," from Project 1

Your list of five priority social/economic issues, from Project 2

Notes on your interview, from Project 3

Assessment materials, from Project 4.

Project 1

Cooperative Extension: An Essay

Prepared for **Module 1: Understanding Cooperative Extension: Our Origins, Our Opportunities.**

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Cooperative Extension: A Unique Educational Organization

What's in a name? In this case, plenty—although it takes a little digging to uncover all the implications of the two words, "Cooperative Extension." Let us take them one at a time.

Cooperative:
By design, the Extension organization's foundation is a nationwide partnership composed of three distinct but related and coordinated bodies:

- The **federal partner**, the Extension Service of the United States Department of Agriculture;
- The **state partner**, Cooperative Extension services in each state and several U.S. territories and possessions;
- The **county or local partner**, committees with local authority for Extension programs, either elected boards or those appointed by the Extension director or administrator to advise about Extension work.

It is a *cooperative* relationship. Do not be misled by the vertical order in which the partners are listed. The relationship is cooperative by design and, at its best, is truly collegial. This special feature marks Cooperative Extension as a unique arrangement among three levels of government. Later in this discussion we will return to some of the reasons for such an organizational arrangement. For the time being, keep in mind that the three-way partnership provides a uniquely coordinated effort among federal, state, and county governments that involves *three sources of public funds* for Cooperative Extension work and *three levels of perspective* on our mission, goals, and priorities for educational programs.

Cooperative Extension is a national educational system, a vast network of interdependent yet relatively independent institutions throughout all the states and territories. The professional Extension staff currently totals over 16,000, with over two-thirds of us housed in nearly all of the 3,150 counties across the nation. Recent reports also indicate that thousands of paraprofessional staff members serve in many counties, and nearly 3 million volunteer leaders work with the professional and paraprofessional staff to multiply Extension's educational influence. Cooperative Extension truly is the world's largest institution of out-of-school, nonformal education.

Extension:
Just as the federal Extension System is often called the "educational arm" of the USDA, state Extension services play a primary, outreach role for the land-grant institution campuses.

Extension's place in the land-grant institution as the state partner in the CES largely accounts for its remarkable success for more than 70 years. From the land-grant institution comes Extension's credibility as a source of research-based, unbiased information and expertise. Extension's ability to mobilize higher education and local resources to help people solve problems has had a far-reaching influence on American society. Although the "youngest" arm of the land-grant institution, as we will see shortly, Extension has the vital role of linking higher education with the people across each state, thus extending knowledge and other resources to those who are not on campus.

Hence the nonformal, voluntary nature of Extension education. We do not matriculate students, offer credit-bearing courses, give grades, or confer degrees. Rather, Extension educators work with people in their homes and communities, most often taking our cue from them about the needs, problems, and opportunities our programs should address.

Cooperative Extension:
A large, complex, and major educational institution! Even so, most of us have had the unsettling experience of being asked, "Cooperative Extension—what's that?" and scarcely knowing how to distill all that Extension is and does into a few clear sentences. In the discussion that follows, we will describe the central aspects of Extension's mission and organization throughout its celebrated history to the present day, and also tell something of the current environment in which we must help chart Extension's future.

Extension's Heritage: Before the Land-Grant College

According to the Canadian *Extension Handbook*,[1] the term "extension education" was first coined at Cambridge University in England in 1873, but agricultural extension work in Europe and America goes back well into the eighteenth century. Even as Americans struggled to form a new nation, prominent, wealthy farmers carried out agricultural experiments on their farms and attempted to share their findings.

With the nation founded, George Washington lost no time in urging the U.S. Congress to create a national agricultural agency that would be responsible for "diffusing information to farmers." In his first message to Congress, something resembling a land-grant institution was a gleam in Washington's eye. Congress did not respond until 1862, but many Americans made efforts in early extension work in the intervening years. Consider:

- Thomas Jefferson advocated for Virginia a network of agricultural societies to serve extension functions.

[1] *Full citations for all references are given in the Selected Annotated Bibliography and List of References.*

- In 1785, Benjamin Franklin established the Philadelphia Society for Promoting Agriculture, and the South Carolina Society for Promoting and Improving Agriculture was created. Both groups, and many others springing up in other states, used lectures, the printed word, and agricultural fairs to disseminate information. By the 1860s there were some **1,330 agricultural societies.**

- In 1790, the Federal Patent Office was created, and, since agricultural patents far outnumbered all others, federal involvement in agriculture grew until, in the **Organic Act of 1862**, Congress created the **U.S. Department of Agriculture**.

- In 1843, the New York legislature authorized the state agricultural society to hire "a practical and scientific farmer to give public lectures . . . upon practical and scientific knowledge"—perhaps the **first Extension agent!**

- In 1851, creation of the U.S. Agricultural Society climaxed the society movement; its delegates, mostly involved in farming and public affairs, met annually to discuss agricultural topics, produced publications for farmers, stimulated interest in improvements, and sponsored national exhibitions and field trials; above all, since legislators listened carefully to its resolutions, the Society contributed to the rising cry across the land for an agricultural college system.

The land-grant college was a revolutionary idea, as revolutionary in education as America's democracy was in politics.

In the nineteenth century, agriculture was the nation's central pursuit, so strengthening agriculture meant strengthening the nation. Farming was a centuries-old vocation; yet throughout most of the nineteenth century the science of agriculture was in its infancy. Methods of stock selection, production, marketing, and distribution were primitive, and the nation increasingly needed abundant, inexpensive food. Moreover, those who led the advance in agricultural science were the wealthy and the well-educated.

But for most Americans—over 95 percent of them—education typically ended after a few years of schooling. Would it be possible to extend the benefits of education to the great majority of Americans, especially to rural families, whose contributions to the entire nation were indispensable?

That was the kind of question that began to inspire criticism of America's colleges by the mid-1800s. Formed on the English university model, American higher education institutions—especially the private colleges—based their educational philosophy in the classics and educated men (not, at that time, women) for the professions of the ministry, medicine, and the law. Beyond professional training, such colleges of liberal arts viewed and still view their essential mission as exploring, preserving, and enhancing the intellectual traditions and imaginative works and values of civilization. That is a noble mission, and it would be foolish to minimize the contributions of the liberal arts to the quality of American life.

But for most Americans of the nineteenth century, whether farmers or those in the growing ranks of city workers, such an education was simply not possible. A different type of college was needed, one devoted to educating those common people whose lives would be spent not in the professions but in the nation's businesses and trades. Jonathan Turner of Illinois published a "Plan for a State University for the Industrial Classes" in 1850, which contained, in embryonic form, most of the ideas that led to the land-grant system. Peoples' Colleges began to appear and, in 1855, Michigan established the first enduring College of Agriculture.

With the growing movement to create this new kind of college, Justin Morrill, a

Vermont representative to the House, introduced the "College Land Bill" in Congress in 1857. But the progress of the legislation was slow. Passing in the House in 1858, the bill met stiff opposition in the Senate from southern Democrats, who objected to federal initiatives on the grounds that the states should have control over education. The bill finally passed in the Senate, but President Buchanan, apparently pressured by southern senators, vetoed it in 1859.

Despite this veto, support for the bill continued, and with the onset of the Civil War in 1860 and the absence of the Confederate states from Congress, Justin Morrill reintroduced the College Land Bill late in 1861. Finally, after a half-century of increasing pressure from agricultural leaders and in the midst of the chaos of the Civil War, Congress passed the Morrill Act. With President Lincoln's signature on July 2, 1862, the Act created a national system of land-grant colleges (referred to today as "the 1862 institutions") and thereby the possibility of genuinely universal higher education for the nation.

The classic American educational plan taught only those

> . . . destined to pursue the so-called learned professions, leaving farmers and mechanics and all those who must win their bread by labor, to the haphazard of being self-taught or not scientifically taught at all [Justin Morrill (in Parker, 1924, p. 263)].

Extension's Heritage: The Idea of the Land-Grant College

"...a liberal and larger education to larger numbers,... higher instruction for the world's business."—Justin Morrill

The first Morrill Act, in 1862 (the second would come in 1890), granted each state 30,000 acres of federal land for every senator and representative. Each state was to sell the land and invest the proceeds in an endowment, the interest to be used, in the language of the Act, to establish

> ...at least one college where the leading object shall be, without excluding other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts . . . in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life (Brunner, 1962, p. 55).

A rough-and-tumble debate lay behind the smooth phrases of the Morrill Act. Two educational factions held widely divergent views about the purpose of the land-grant colleges. In railroad terminology, the "narrow gauge" faction argued that, since the students would be common people, the curriculum should focus on the existing problems of the farm or workshop; science should be practical, applied, and taught by the hands-on methods of laboratories, shops, and experimental plots. Michigan's College of Agriculture, established in 1855, became the model of the "narrow gauge."

The "broad gauge" faction, taking its model from Yale University, argued for a wide-ranging liberal curriculum, the sciences to be theoretical and pure, the teaching largely by lectures and books.

Remarkably, both factions won, much to Morrill's credit. His compromise called for both "the liberal and practical education of the industrial classes." With those words, he united both factions behind the Act.

Twenty-five years later, Morrill claimed forcefully that land-grant college students were not necessarily to become farmers or mechanics; the institutions were to give "such instruction as any person might need" to prepare for the rest of life. "Obviously not manual, but intellectual instruction was the paramount object," he told the Vermont legislature in 1888.

> It was a liberal education that was proposed, ...not limited to a superficial and dwarfed training, such as might be supplied by a foreman of a workshop or ... an experimental farm (Brunner, 1962, p. 243).

By its inclusive idea of the land-grant college, Congress passed on the controversy to the states, which took years to work out the difficulties. But land-grant educators sustained the breadth and quality of Morrill's vision, to which we owe the rich diversity of today's land-grant institutions. For the mission of the contemporary land-grant institution, incorporating the traditions of the liberal arts and sciences with those of the practical, mechanical, and industrial, continues to emphasize the noble democratic ideal that all people have the right to participate in higher education, through on-campus teaching and off-campus extension, to the extent of their abilities and desire.

Extension's Heritage: The Growth of the Land-Grant Institutions

Until the 1890s, the success of the land-grant colleges was, uh, modest.

For all the spirited idealism of the Morrill Act, the real situation for most of the new institutions during the next 30 years was one of struggle, pain, and failure. Faculty members qualified to teach practical sciences were extraordinarily scarce; textbooks in scientific agriculture were hard to find (even by 1895, fewer than 100 texts and manuals on agriculture were available); because income from the land grants was often insufficient, buildings and equipment for the new campuses were inadequate; and, over the first two decades, the lack of a credible research base for instruction became increasingly clear.

Inadequate resources might have been hard enough in those early days, but the land-grant leaders also had to face disdain and outright hostility from two painfully close sources—many of their own faculty members, and many farmers! When Isaac Roberts arrived at Cornell University in 1874 to teach agriculture, he suffered "a sort of social neglect" and felt himself "in an alien atmosphere" because most of the classically educated Cornell faculty viewed agriculture as a discipline beneath their dignity (Scott, 1970).

At the same time, many farmers scorned what they called "book farming," wanting nothing to do with the "cow colleges" (in Massachusetts, the "bull and squash college"). In 1870, a farmers' convention in Illinois called the curriculum at Illinois Industrial College totally irrelevant to farmers' needs.

Some examples of the two-edged resistance to the new practical education are:

- By 1884, the University of Wisconsin had only one student complete the four-year course in agriculture.
- In 1887, North Carolina State College had only 17 students enrolled in its agriculture course.
- At Iowa's College of Agriculture, Seaman Knapp—who was to become the founder of Extension education—and his students were dubbed "hayseeds" by other students at Ames. Their response? Finding their own dignity amid the jeers, they organized the "Hayseed Society."

The farmer's distrust of new ideas and practices became the central prop as the stage was set for Cooperative Extension's appearance on the scene, still decades away. The fledgling colleges faced an emphatic mistrust of change and a resistance to learning. Many farmers simply felt no need to change. It would take, in the first years of the twentieth century, a person with a vision of what rural life could become and a new educational method to reach the great masses of common people. It would take, in other words, an Extension agent.

"For twenty years and perhaps more [the colleges] could only be described as failures."—Roy Scott, *The Reluctant Farmer*, 1970, p. 27.

One farmer asked, "What you goin' to do with that college up there? Larn 'em to rake 'arder?"—Lucrece Beale, *People to People*

The Land-Grant System's Second Arm: The Hatch Act of 1887 Creates the Agricultural Experiment Stations

Before Cooperative Extension could appear, the new colleges had to firm up their intellectual foundations. An adequate research base for instruction became a major agenda item for them through the 1870s. Agricultural experiment stations had operated successfully in Europe for almost 50 years, especially in England and Germany. The first American experiment station was created at Wesleyan University in Connecticut in 1875, and within two years such stations were in full swing in California and North Carolina. Other states followed, and in Iowa, after years of vainly struggling to secure state funds, Seaman Knapp—now President of the Agricultural College—set about drafting federal legislation that would establish an agricultural experiment station at every land-grant college.

Introduced several times in Congress from 1882 on, Knapp's bill finally came under the sponsorship of Representative William Henry Hatch of Missouri. Supported by agricultural educators and societies across the country, and by the Grange and Farmers' Alliance groups, Hatch included significant organizational aspects for the agricultural experiment stations in the final bill, passed in 1887.

In the Hatch Act, Congress set the trend for future cooperation between the federal government and the land-grant institutions. The Act provides for experiment station funding to go to the institutions rather than the USDA, although the stations were to be supervised by the USDA.

The Hatch Act also anticipated a crucial extension function. Congress helped set the stage for extension work by requiring the agricultural experiment stations to publish reports of research findings and disseminate the information to farmers.

The purpose of the newly created experiment stations, according to the Hatch Act, was

> . . . to conduct original and other researches, investigations, and experiments bearing directly on and contributing to the establishment and maintenance of a permanent and effective agricultural industry of the United States, including researches basic to the problems of agriculture in its broadest aspects, and such investigations as have for their purpose the development and improvement of the rural home and rural life and the maximum contribution by agriculture to the welfare of the consumer.

Of special importance, the Hatch Act calls for experiments and research in the *broadest* aspects of agriculture and for the *improvement of the rural home and rural life*. We will see that broad social emphasis repeated as the Extension movement intensified in the 1890s and the first decade of our own century. But before it created Cooperative Extension, Congress had to return to two other essential items of unfinished land-grant business.

The Land-Grant System Expands and Rebuilds its Support: The Morrill Act of 1890

The endowments from the 1862 Morrill Act proved inadequate, and, as early as 1872, Morrill tried to increase them. In 1890, he was finally successful, and President Harrison signed into law the second Morrill Act, calling for "the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts." The Act also specified exactly what the federal funds would support

> ...instruction in agriculture, the mechanic arts, and English language and the various branches of mathematical, physical, natural, and economic science, with special reference to their applications in the industries of life.

The 1890 Morrill Act also included a provision that led to the creation of 17

predominantly black land-grant colleges in the southern states. Black colleges already existed in many states, although most of the southern states had no land-grant institutions for blacks until after 1890. The states were given several options about how to use this new infusion of federal funds.

"No money shall be paid out," the Act said, ". . . for the support and maintenance of a college where a distinction of race or color is made in the admission of students." States with separate colleges for whites and blacks could receive federal funds, but only with their "just and equitable division."

The black land-grant colleges and universities, now called the "1890 Institutions" and Tuskegee University, were created and have developed through times of turmoil, strife, and segregation. In 1896, the U.S. Supreme Court delivered its famous "separate but equal" decision about black facilities, but even so the "1890s" labored until recently under opposition and inadequate support. Thomas T. Williams (1979, p.2), of Southern University, wrote eloquently that

> . . . the history of the 1890 land-grant institutions is part of the history of the struggle of American blacks for equality, the story of destroyed dreams and abandoned hopes.

Given the difficulty and duration of that struggle, it is admirable that, since the 1960s, all the 1890s and Tuskegee have achieved regional accreditation and, today, almost all have resident graduate programs supporting their research and extension roles.

With ever-increasing federal and state funding, and, in principle, now serving all the people of America's melting pot, the land-grant institutions came of age, entering a new period of growth and expansion that led to the birth of the Cooperative Extension Service in 1914.

Financial support for the 1890 land-grant institutions and Tuskegee University was not, until recently, explicit in the federal legislation. Samuel D. Proctor (Anderson, 1986), writing from Rutgers University in 1976, charges that the original funds appropriated by Congress for the 1890 institutions were "a mockery, a mere gesture." In *Hard Tomatoes,*

Land-Grant Institutions Today

The Historically Black Land-Grant Institutions: 1890s and Tuskegee

Alabama: Alabama A & M University
Normal

Arkansas: University of Arkansas at Pine Bluff

Delaware: Delaware State College
Dover

Florida: Florida A & M University
Tallahassee

Georgia: Fort Valley State College
Fort Valley

Kentucky: Kentucky State University
Frankfort

Louisiana: Southern University and A & M College, Baton Rouge

Maryland: University of Maryland, Eastern Shore, Princess Anne

Mississippi: Alcorn State University
Lorman

Missouri: Lincoln University
Jefferson City

North Carolina: North Carolina A & T State University, Greensboro

Oklahoma: Langston University
Langston

South Carolina: South Carolina State College
Orangeburg

Tennessee: Tennessee State University
Nashville

Texas: Prairie View A & M University
Prairie View

Tuskegee University
Tuskegee, Alabama

Virginia: Virginia State University
Petersburg

Land-Grant Institutions Today

The 1862 Land-Grant Institutions, by State

Alabama: Auburn University
Auburn
Alaska: University of Alaska
Fairbanks
Arizona: University of Arizona
Tucson
Arkansas: University of Arkansas
Fayetteville
California: University of California Systemwide,
Berkeley
Colorado: Colorado State University
Fort Collins
Connecticut: University of Connecticut
Storrs
Delaware: University of Delaware
Newark
District of Columbia: University of the District of Columbia, Washington, D.C.
Florida: University of Florida
Gainesville
Georgia: University of Georgia
Athens
Hawaii: University of Hawaii
Honolulu
Idaho: University of Idaho
Moscow
Illinois: University of Illinois
Urbana
Indiana: Purdue University
West Lafayette
Iowa: Iowa State University
Ames
Kansas: Kansas State University
Manhattan
Kentucky: University of Kentucky
Lexington
Louisiana: Louisiana State University System
Baton Rouge
Maine: University of Maine
Orono
Maryland: University of Maryland
College Park
Massachusetts: University of Massachusetts
Amherst
Michigan: Michigan State University
East Lansing
Minnesota: University of Minnesota
Minneapolis
Mississippi: Mississippi State University
Mississippi State
Missouri: University of Missouri
Columbia
Montana: Montana State University
Bozeman
Nebraska: University of Nebraska
Lincoln
Nevada: University of Nevada, Reno
Reno
New Hampshire: University of New Hampshire
Durham
New Jersey: Rutgers, The State University of New Jersey, New Brunswick
New Mexico: New Mexico State University
Las Cruces
New York: Cornell University
Ithaca
North Carolina: North Carolina State University
Raleigh
North Dakota: North Dakota State University
Fargo
Ohio: Ohio State University
Columbus
Oklahoma: Oklahoma State University
Stillwater
Oregon: Oregon State University
Corvallis
Pennsylvania: Pennsylvania State University
University Park
Rhode Island: University of Rhode Island
Kingston
South Carolina: Clemson University
Clemson
South Dakota: South Dakota State University
Brookings
Tennessee: University of Tennessee
Knoxville
Texas: Texas A & M University
College Station
Utah: Utah State University
Logan
Vermont: University of Vermont
Burlington
Virginia: Virginia Polytechnic Institute and State University, Blacksburg
Washington: Washington State University
Pullman
West Virginia: West Virginia University
Morgantown
Wisconsin: University of Wisconsin–Madison
Madison
Wyoming: University of Wyoming
Laramie

The 1862 Land-Grant Institutions: Possessions and Territories

American Samoa: American Samoa Community College, Pago Pago
Guam: University of Guam
Agana
Micronesia: College of Micronesia
Ponape
Northern Mariannas: Northern Mariannas College
Saipan
Puerto Rico: University of Puerto Rico
Mayaguez
Virgin Islands: College of the Virgin Islands
St. Thomas

Hard Times, Jim Hightower claims that even by 1971 only one-half of 1 percent of federal funds allocated to the 16 states with both black and white land-grants went to the black institutions.

In 1972, Congress began to mandate federal funding explicitly for the 1890 institutions. By 1977, not less than 4 percent of the total Smith-Lever appropriation went to the 1890s and Tuskegee University, and Congress has increased that percentage several times since.

Noting that, despite inadequate funding, the 1890s became not just regional but "truly national resources," Chancellor Herman B. Smith of the University of Arkansas at Pine Bluff sees in the 1890s' history

> ...evidence of the commitment and potential of the institutions for continued achievement with more adequate financial and professional support (Williams, 1979, p. 18).

Extension's Origins: Out of Multiplicity, a Vision and a Method

Throughout the final years of the nineteenth century, extension work of many kinds was steadily if chaotically on the move. The famous Chautauqua movement in education, which held lengthy conferences at Chautauqua Lake in New York and created correspondence courses for local consumption anywhere, stimulated the idea of education for adults outside a college setting. Struggling to pierce through the suspicion of so many farmers, the land-grant institutions lit on the Chautauqua methods of home study and family conferences. Pennsylvania State University organized a course of home reading in agriculture in 1892, followed by Cornell University and the University of Illinois.

More personal contact with farmers and their families came in the farmers' institutes. Patterned after the Chautauqua Lake conferences and the teachers' institutes (created in the 1850s in Massachusetts to improve teachers' classroom skills), the farmers' institutes sprang up first in New England and spread rapidly to the west. Soon the land-grant colleges were sponsoring off-campus institutes as their major outreach method. By 1891, 14 states were appropriating funds for farmers' institutes, and a decade later an institute specialist was installed in the USDA Office of Experiment Stations.

Additional support came from railroads interested in promoting agriculture along their lines: a college agricultural specialist could travel free, sometimes in special three- or four-car trains, for a lecture tour. By the turn of the century, 47 states had held institutes for almost a million people. The institutes were a family affair, including women and children, and offering courses on cooking and nutrition as well as agriculture.

Extension work took a startling array of methods in those years. Here is an extension program from Purdue University that lists the range of work:

> . . . lecturing at farmers' institutes; holding normal-institute schools for institute lectures; providing short courses in agriculture; equipping and accompanying railway specials; assisting at teachers' institutes; providing courses in corn and stock judging in district centers; holding summer schools for teachers; sending out field specialists to give advice to farmers; providing courses of study for agricultural high schools; preparing and sending out bulletins, reports, and circulars; preparing articles for the public press, conducting and publishing an agricultural journal; conducting cooperative experiments in agriculture; providing educational exhibits at fairs; organizing excursions to the college by agricultural associations and individual farmers; conducting experiments and demonstration tests on county poor farms; and organizing farmers' clubs, women's clubs, and boys' and girls' clubs (True, 1928, pp. 49-50).

In the 1890s, Extension departments began to appear on the campuses. Rutgers and Cornell Universities first established formal Extension divisions and, by

1907, 42 colleges in 39 states were engaged in extension work. The USDA employed field agents on its own initiative. Private companies, such as International Harvester and Sears, Roebuck and Company, established or supported Extension departments.

With all the Extension activity from so many sources, the results were still unclear. How could the land-grant institutions be sure that farmers were reading their publications? How could they know if their lectures were heeded? And, if people were learning, they were "learning by driblets," as a California professor wrote in 1896. By and large, the institutions' educational techniques came down to this: "We'll tell the farmers what to do, and hope they do it." Extension work still lacked a reliable method to make real changes in the lives of large numbers of people.

Rice, cotton, boll weevils, and Seaman Asahel Knapp

It is a common truth that for a great person to accomplish great actions three things are required: imagination, talent, and the right historical moment. Seaman Knapp, widely hailed as the greatest influence on the development of the Cooperative Extension Service and the "Father of the Extension Movement," possessed an extraordinary vision of what American rural life could become, and a driving energy that fueled his capacities for scientific knowledge and for influencing people.

Born in 1833 in New York and reared in Vermont, from 1866 until 1885 Knapp lived in Iowa, joining the land-grant college in Ames as Professor of Agriculture and eventually serving as its president. Apparently relieved to escape academic life, in 1885 Knapp took a risky and, from our viewpoint, momentous step. He joined a land-development venture in southwestern Louisiana that, before the close of the century, turned Louisiana into the leading rice-growing region in the U.S.

By luring northern farmers to the South and showing them how sound methods could ensure profitable farming, Knapp struck on the educational method that would become, a few years later, the chief extension method of the land-grant institutions. "We learned then," he wrote later, "the philosophy and power of the demonstration" (Scott, 1970).

So successful was Knapp's influence that the federal Department of Agriculture, after sending him on seed-selection trips to the Far East, appointed him in 1902 as special agent for the promotion of agriculture in the South. Southern agriculture was in dire straits: poor farming practices, tired soil, poverty, and the sharecropping and crop-lien systems were crippling the region. Knapp leaped into the huge challenge of transforming southern rural life by demonstrating proper farming practices to the people. He was 69 years old at the time.

Supported by a tiny budget from the USDA, Knapp established a series of demonstration farms in Louisiana and Texas. In every case, the government and local merchants controlled the farms, employed the labor, and reaped whatever profits came. Knapp soon concluded that government-run demonstrations would not do the job, primarily because the farmers too easily decided that success depended on governmental money and support, which they themselves did not have. The farmers, Knapp determined, had to carry out the demonstrations on their own land.

The people of Terrell and Greenville, Texas, gave Knapp the opportunity to test his theory. When local leaders asked Knapp to set up a government demonstration in their area, he proposed that one of the farmers, W. C. Porter, run the demonstration on his own farm, at his own expense. To ensure Porter against his risk, Terrell's business community put up a $1,000 indemnity fund and selected an executive committee to see that Knapp's farming practices were carried out. When the harvest came, Porter had made $700 more than he had an-

The Quotations of Seaman Knapp

The following quotations are excerpts from Knapp's speeches given between 1894 and 1910 on land-grant college campuses, to teachers' conferences, and to his own Extension agents. They have been reproduced from Bailey (1945) and Bliss (1952).

On the land-grant mission: "Your mission is to solve the problems of poverty, to increase the measures of happiness, to add to the universal love of country the universal knowledge of comfort, and to harness the forces of all learning to the useful and the needful in human society" (Bliss, 1952, p. 38).

On family life: "The great force that readjusts the world originates in the home. . . . You may do all that you are of a mind to in schools, but unless you reach in and get hold of that home and change its conditions you are nullifying the uplift of the school. We are reaching for the home" (Ibid., p. 44).

"The matter of paramount importance in the world is the readjustment of the home. It is the greatest problem with which we have to deal, because it is the most delicate and difficult of all problems" (Ibid.).

On national greatness: "What makes a nation firm and great and wise is to have education percolate all through the people. I want to see education in this grand country correspond to the country" (Bailey, 1945, p. 240).

On common people: "A great nation is not the outgrowth of a few men of genius, but the superlative worth of a great common people. Your mission is to make a great common people and thus readjust the map of the world" (Ibid. p. 43).

On food and cooking: "In the United States the art of cooking is mainly a lost art. There are communities where not to be dyspeptic is to be out of fashion. If we could have some lessons on how to live royally on a little; how to nourish the body without poisoning the stomach; and how to balance a ration for economic and healthful results, there would be a hopeful gain in lessening the number of bankrupts by the kitchen route" (Ibid., p. 42).

On Extension clients: "Sometimes farmers have peculiar views about agriculture. They farm by the moon. Never try to disillusion them. Let them believe in farming by the moon or the stars, if they will faithfully try our methods. It does not pay agents to waste good breath on such matters" (Ibid., p. 39).

On success with clients: "In general, it is not the man who knows the most who is the most successful, but the man who imparts an implicit belief with his message" (Ibid., p. 41).

On the qualities of an agent: "a recognized leader, progressive, influential, and able to carry public opinion with him" (Ibid., p. 39).

On educational method: "Your value lies not in what you can do, but in what you can get other people to do" (Ibid., p. 44).

On the future: "At last, this home society, . . . this rural society, will be a great dominating force in the land, and we shall become a pattern, not only to our own country, but to all countries, showing how a great and free people were able to readjust their conditions" (Ibid.).

ticipated, and declared that next year he would put his entire farm of 800 acres under Knapp's principles of cultivation.

A remarkable success, the Porter Demonstration attracted widespread attention and proved that a community-supported, locally owned demonstration farm is a highly effective teaching tool.

The demonstration method now included a crucial element, one that has become central to Extension education: local initiative, involvement, and support are absolutely essential to the process of change.

With his demonstration method improved and tested, Knapp was ready to

face the emergency that would lead to national extension work; he was ready for the cotton boll weevil, which for many years had been spreading slowly out across Texas, Louisiana, and Arkansas, devastating the cotton fields. In 1904, Knapp appointed 20 special agents to work with him and, by enlisting the aid of merchants, bankers, and ultimately 7,000 farmers, they created demonstration farms throughout the region. Within three years the weevil was controlled, the demonstration method became famous, and the first inklings of a county agent system were heard when W. C. Stallings was appointed to carry out this function in Smith County, Texas. Woodrow Wilson himself praised demonstration work as "the only kind that generates real education; that is to say, the demonstration process and the personal touch with the man who does the demonstrating" (Brunner, 1949).

"The gist of our work... is to get out and hustle among the people."
—Seaman Knapp

"Our true goal is 'to create a better people...high-minded, stalwart, courageous, and brave...' "
—Seaman Knapp, speaking to his agents.

"What a man hears he may doubt. What he sees he may possibly doubt. But what he does himself he cannot doubt."—Seaman Knapp, on the value of the demonstration method .

Things began to move fast after 1906. The General Education Board, incorporated by Congress a few years earlier and funded largely by oil tycoon John D. Rockefeller, saw in Knapp's work an opportunity to improve living conditions in the South and financed the expansion of demonstrations into other states. By 1908, 157 agricultural agents were working in 11 southern states, no longer involved in emergencies, but spreading a broader education to the rural people.

In all this growth, Knapp faced opposition from three sources. First of all, there were the farmers themselves, whose resistance to change he cut through by means of his teaching method. Second, entomologists within the USDA itself competed with Knapp by wanting to control the boll weevil program themselves. Third, and ironically from our standpoint, the land-grant faculty members themselves resented Knapp's popularity, increasing fame, and undeniable success. Knapp's biographer, Joseph Bailey (1945, p. 223), noting that the researchers and agricultural educators of the colleges came to fear Knapp, finds in them

> ...an unacknowledged sense of guilt that the elaborate and expensive land-grant college system plus their experiment stations had failed to keep faith with the public and the rural population.

If that was true of the land-grant faculty, generally, and if Knapp also had to do battle with other factions in the USDA, then his ability to thread his way through "an unexplored jungle of self-centered jealousies" is particularly remarkable. And in a larger context, given that early rivalry, the final cooperation among the USDA, the land-grant institutions, and the people is equally remarkable.

Demonstrations expand into youth clubs and home demonstrations

Two spinoffs of the demonstration method were new programs for young people and homemakers. "Corn clubs" for boys became an important adjunct to Knapp's work with adults, as often a boy's acre under Knapp's methods produced more than his father's. And in 1910, a South Carolina schoolteacher created a girls' club for growing and canning tomatoes—a project that quickly led to the need for female county agents as supervisors of the girls' clubs. Naturally, working with the daughters, agents soon began to work with the mothers, assisting them with cooking, sewing, sanitation, and home beautification. Consistent with Knapp's broad vision of the purposes of demonstration work, home demonstrations with women used the details of home management as a way to broaden the vision of rural women, giving them a new sense of possibility for home and family life, and a new optimism about their own potential.

But what of the rest of the nation during the first decade of the twentieth century? In the North and West, the growth of county agent work was much slower and more haphazard than in the South, but it was there. With no boll weevil emergency, and with a more advanced, better diversified, and more permanent agriculture, the county agent movement

American Women: New Knowledge, Newly Confirmed Rights

In the 1860s, winds of democratic change created the land-grant institutions, for all the people, and freed the slaves, in principle creating opportunities for human development and expression unprecedented in history. These same winds fanned the imagination of a dedicated generation of women, some as suffragists working for the vote, and others (of special relevance to the land-grant system and Cooperative Extension) as scientists and teachers devoted to raising the quality of women's lives in general.

The campaign for women's rights began in 1848 in Seneca Falls, New York, with a conference planned by Elizabeth Cady Stanton and Lucretia Mott "to discuss the social, civil, and religious rights of women." Intertwined with the other social and political debates of the day—the antislavery and temperance movements—the women's rights movement held annual national conventions for a decade or more following the Seneca Falls meeting. Suffrage, the right to vote, became a key concern. The first victories came not in the liberal East but in the pragmatic territories of the West, starting in Wyoming in 1869 and Utah in 1870.

Meanwhile, women throughout the country were slowly gaining admission to higher education. While Oberlin College in Ohio had been admitting women since 1833, Iowa State became the first state university to do so, in 1858. Cornell University in New York set up a special branch for women, Sage College, in 1874. The campuses of higher education, private and land-grant, became fertile grounds for the new feminist struggle for the rights of women as students and voters.

Laura Clay, for example, a successful, self-labeled "practical farmer" with her mother and sisters, began her college education at the University of Michigan in 1879. While she was there, her mother and sisters were hosting Susan B. Anthony and other suffrage workers on the farm in Kentucky. Laura returned home to manage the farm, after two semesters at Michigan, and became caught up in the suffrage movement. She spent one semester at the Agricultural and Mechanical College of Kentucky in 1886, and in the same year presented a paper framing "a practical view of women suffrage" at the national meeting of the Association for the Advancement of Women, in Louisville. And in 1895, Laura Clay was petitioning the governor and the trustees of the Agricultural and Mechanical College on behalf of "the interests of the young women students" to fill existing board vacancies with women.

Laura Clay was one of an emerging generation of women who recognized the value and sought the benefits of higher education, which was increasingly available through the land-grant institutions. She came to see that "the highest right of a free woman, as well as a free man, is self-government," and spent her life championing that cause.

The concurrent struggle for women's place in the university and for the home and practical life as an area worthy of higher education is best demonstrated in the life of another woman, Ellen Swallow Richards. Devoting herself to "oekology," a multidisciplinary effort to understand human life in its environment, including the natural world and the home, Ellen Richards became the founder of the discipline of home economics. Although her academic life centered on the Massachusetts Institute of Technology (M.I.T.), she contributed directly to the curricula of the land-grant institutions.

Graduating in the first class of Vassar College for Women in 1870, Ellen Swallow a year later became the first woman admitted to M.I.T.—with the dubious distinction of "special student in chemistry." Two years later she received M.I.T.'s first degree ever granted to a woman, and probably the first degree in science granted an American woman. Within a decade, Ellen Swallow Richards had founded the Association of Collegiate Alumnae, forerunner of the American Association of University Women, and published the first of at least 10 books, *The Chemistry of Cooking and Cleaning*. All through the 1880s and 1890s, she operated what her chief biographer, Robert Clarke (1973), calls the "Ellen Swallow road show," as she traversed the nation, speaking and writing about the need for clean air, pure food and water, the relation of nutrition to worker productivity, the drudgery of house work, and the compassionate treatment of children. Along the way, Richards wrote one of the first public USDA bulletins, "Nutritive Value of Common Food Materials," published in 1892.

In 1898, Ellen Richards renamed "oekology," the science of home economics, and a year later organized the first of many Lake Placid Conferences, one of which, in 1908, founded the American Home Economics Association. By that time, of course, virtually all the land-grant institutions had established departments of "household science," "domestic science," or "home economics," thus signifying the opening of the people's colleges not only to women but to the dignity of studying family life.

developed without the strong federal support that marked Knapp's work in the South. As a result, agents might be asssociated with the land-grant institution, county schools, local clubs, farm associations, or private sources. In the North, too, as we saw in the description of Purdue's extension program, no single educational method prevailed.

Thus the issues needing resolution as the nation moved toward Cooperative Extension were these:

- How should extension work be organized? What roles should the USDA, the land-grant institutions, private businesses, and local organizations play? How might all these levels, and all the varieties of educational work, be coordinated?
- What should proper extension educational methods be? How could genuine change best be encouraged?
- What should the scope and purpose of extension work include? What should it aim for? What would be its vision?

"The incubus of ignorance and inertia [in rural America] is so heavy and widespread as to constitute a national danger."
—AAACES Report (Scott, 1970, pp. 291–292).

The Roots of the Smith-Lever Act

"It is to the Extension Department of these [land-grant] colleges that we must now look for the most effective rousing of the people on the land."
—Roosevelt's Country Life Commission, 1909 (Bailey, 1945, p. 247).

Amidst all the confusion of extension work in the first years of the new century, two national forces were pushing toward what would shortly become Cooperative Extension. President Theodore Roosevelt's Country Life Commission, in 1909, called for a national Extension Service, to be organized through an Extension department in each of the land-grant institutions, and to be so managed "as to reach every person on the land in its state with both information and inspiration." Significantly, the Commission's report emphasized that Extension should "forward not only the business of agriculture but sanitation, education, homemaking, and all interests of country life."

The Country Life Commission was chaired by Liberty Hyde Bailey, who had been a horticulturist at Michigan Agricultural College in the 1880s and was currently Director of Cornell University's College of Agriculture. Because Bailey harbored deep concerns about the dangers to local autonomy should the federal government become involved in Extension, the Commission stopped short of advocating the USDA's participation.

Such fears did not daunt the American Association of Agricultural Colleges and Experiment Stations (AAACES), or at least its special Committee on Extension Work, led by Kenyon Leech Butterfield, then President of the Massachusetts Agricultural College. The AAACES Committee repeatedly lent its voice to the growing demand for an Extension Service as the third great function of the land-grant system, and suggested that federal funds support its work. By 1912, Extension departments had emerged in 43 land-grant institutions.

With others from the AAACES, Butterfield drew up "A Bill for the Increase of Appropriation to Agricultural Colleges for Extension Work," which was introduced in Congress in 1909. This bill marked the beginning of four and one-half years of Congressional melee out of which finally came the Smith-Lever Act.

But two important elements of Cooperative Extension were already approved by many leaders:

- Extension should have the broadest possible mission as an educational institution working with rural people.
- Federal appropriations of funds should help to support the Extension departments of the land-grant institutions.

The Smith-Lever Act, 1914: Cooperative Extension Comes of Age

The congressional debate that led to the passage of the Smith-Lever Act extended over more than five years. The issues

A Timeline:
The Land-Grant System and American Women

1833	Seaman Knapp born. National Female Antislavery Society formed. Oberlin College opens in Ohio, admitting males, females, blacks.
1848	Seneca Falls Convention sounds the call for women's rights.
1850	Jonathan Turner publishes *Plan for a State University for the Industrial Classes.*
1858	House passes Morrill's "College Land Bill." Iowa State University admits women.
1862	Lincoln signs the Morrill Act, creating the land-grant institution system.
1865	Civil War ends; Emancipation Proclamation. Vassar College for Women established in New York.
1869	Wyoming grants women's suffrage.
1870	Utah enacts women's suffrage.
1873	Ellen Swallow receives S.B. degree from M.I.T.
1874	Cornell University establishes Sage College, for women.
1876	National Woman's Suffrage Association writes Declaration of Rights for Women. University of Michigan admits women students.
1881	Ellen Swallow Richards founds Association of Collegiate Alumnae, forerunner of American Association of University Women.
1882	Richards publishes *The Chemistry of Cooking and Cleaning.*
1887	Congress passes the Hatch Act, creating the agricultural experiment stations.
1890	Land-Grant bill expanded, creating black land-grant institutions.
1893	Colorado adopts women's suffrage.
1899	Richards organizes first Lake Placid Conference, forerunner of American Home Economics Association.
1902	Seaman Knapp appointed USDA special agent for southern agriculture.
1908	One hundred and fifty-seven Extension agents at work in the South.
1910	Female agents begin work with girls' clubs. Washington grants women's suffrage.
1911	Theodore Roosevelt's Country Life Commission calls for national extension service.
1912	Forty-three colleges claim Extension departments. California, Arizona, Oregon, and Arkansas adopt women's suffrage. Various versions of the Cooperative Extension bill debated in Congress. Senate debates women's suffrage amendment to U.S. Constitution.
1914	Final version of Smith-Lever Act passed by Congress and signed by President Wilson. Montana and Nevada adopt women's suffrage.
1917	Jeannette Rankin of Montana becomes first woman to serve in the U.S. House of Representatives. President Wilson appeals for amendment to the Constitution, allowing women the right to vote.
1920	Nineteenth amendment signed into law, giving the vote to 26 million women.

were complex, the discussions tortuous, the compromises and resolutions marked by strong opinions on many sides about the proper extension organization, its proper mission, and its proper methods. At least 32 bills supporting some form of federal support for extension work rolled through the Congress between 1909 and 1914.

If you were to read the history of that debate, it would be like watching a sailboat slip through a storm, guided by two remarkable politicians from the South.

Michael Hoke Smith, from Georgia, sponsored the act in the Senate and, although he had had little to do with its development, he was surely the Senate's most ardent advocate of the extension bill. His own interpretation of the bill points up one of the central organizational issues that the final Smith-Lever Act clarified: "The real object this bill had in view," he said, "was to prevent the diversion of the [federal] money to the college" and away from genuine Extension work.

Asbury Francis Lever, representing South Carolina in the House, more than anyone else championed the Knapp demonstration method as the chief work of Extension. How he first became familiar with the demonstration movement is illuminating, incidentally, about the political finesse of Seaman Knapp and the importance of involving legislators in Extension work. Negotiating about the placement of his agents in South Carolina, Knapp made sure that an agent went into each of the congressional districts, and, as it happened, 3 of the 10 agents went into Frank Lever's district. Shortly after traveling with the agents and attending their meetings, Lever made himself the best-informed person in Congress about demonstration work. That experience led him ultimately to sponsor the Extension bill in the House, where his primary concern was to ensure that the personal contact and the learner's own involvement in the learning, both so successfully brought about by Knapp's method, would become the basis of Extension education.

In their guidance of the Cooperative Extension bill through Congress, and with the help of many other leaders and organizations, Smith and Lever rarely faced opposition to the *idea* of a Cooperative Extension system; the nation wanted it; the time was right. The debate centered primarily around the system's organization, mission and scope, and the philosophy of its methods.

The language of the original Smith-Lever Act (it has been amended many times since 1914) called for

> ...cooperative agricultural extension work between the agricultural [land-grant] colleges...and the United States Department of Agriculture, in order to aid in diffusing among the people of the United States useful and practical information on subjects related to agriculture and home economics, and to encourage the application of the same.
>
> Extension work, [moreover], shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges, . . . and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the state agricultural college or colleges receiving the benefits of this Act.

And with that, the land-grant system became complete, its extension arm firmly supported by a cooperative state and federal funding procedure and a relationship that, over time, has grown beyond the jealousies and takeover fears that arose in the early congressional debates. But what lay behind the spare language of the Act? To understand the intentions of Congress, let us look at some of the reports and committee hearings that led to the 1914 passage.

Extension's Mission

Deeply influenced by the visionary spirit of Seaman Knapp and the missionary zeal of Knapp's agents from his own firsthand experience with them, Frank Lever stated the House Agricultural Committee's views in these broad terms (Bliss, 1952, p. 101):

> [Extension educators] must give leadership and direction along all lines of rural activity—social, economic, and financial.... One of the most pressing problems in connection with rural life and progress is that of the development of leadership from among the rural people. This bill supplies this long-felt deficiency.
>
> It is not enough to show him [the farmer] how to grow bigger crops. [The Extension educator]. . .will be expected to give as much thought to the economic side of agriculture...as he gives to the matter of larger acreage yields. He is to assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happiness, more education, and better citizenship.

In short, when he introduced the bill in the House, Lever said that, if the land-grant colleges' information were made available to and used by farmers, the Cooperative Extension Service "would work a complete and absolute revolution in the social, economic, and financial condition of our rural population" (Bliss, 1952).

Like Knapp, the framers of the Smith-Lever Act distinguished ends from means. If the language of the bill emphasizes the subject matter of agriculture and home economics, it is because over half the population lived in rural areas, and fully 35 percent of the people were living on farms. The ultimate end in view—and this appears again and again in the speeches, reports, and hearings—was for Extension's "itinerant teachers" to help people transform the quality of their lives, to contribute through education to their development as human beings.

Extension's Scope

Lever's House committee made it clear as well that farmers—at that time, the men—were by no means the only Extension clientele. Here, after mentioning Knapp's "boys' corn clubs and girls' tomato clubs," the Committee reported that

> ...this bill furnishes the machinery by which the farm boy and girl can be reached with real agricultural and home economics training. . . . One of the main features of this bill is that it is so flexible as to provide for the inauguration of a system of itinerant teaching for boys and girls (Bliss, 1952, p. 102).

There are the legislative beginnings of 4-H, and here are those of all the educational work that would grow through the years into Extension's broad program in family living:

> The drudgery and toil of the farm wife have not been appreciated by those upon whom the duty of legislation devolves, nor has proper weight been given to her influence upon rural life. Our efforts heretofore have been given in aid of the farm man, his horses, cattle, and hogs, but his wife and girls have been neglected almost to a point of criminality. This bill provides the authority and the funds for inaugurating a system of teaching the farm wife and the farm girl the elementary principles of homemaking and home management. . . there is no more important work in the country than this (Bliss, 1952, p. 102).

Considering the people Cooperative Extension was to serve, we should note here, as well, that the racial scope of Extension work was fiercely debated before the passage of the Act. Even though Knapp and Booker T. Washington had set up an extension effort with agents at Tuskegee Institute, some in Congress (such as Hoke Smith himself) felt that the black institutions were not prepared to send out trained demonstrators, and even that the black population had little interest in education. The Senate adopted an amendment that extension work should be conducted "without discrimination as to race," but the final bill, worked out in

"I became his [Knapp's] devoted disciple. I embraced his teachings and philosophies without reserve and with the ardor and enthusiasm of youth."
—Francis A. Lever

"The ultimate objective was not more and better food, clothing, and housing. These were merely means and conditions prerequisite to the improvement of human relationships, of intellectual and spiritual outlook . . . . The fundamental function of... extension education is the development of rural people themselves."
—*Survey of Land-Grant Colleges and Universities*, A.J. Klein et al. (1930, pp. 440–442).

"[Extension work] is a thing that gives life as it goes. It awakens countrysides and rouses them to take charge of themselves. . . .[Extension is a] truly great and intelligent work."
—Woodrow Wilson (Bailey, 1945, p. 266).

conference between House and Senate, simply left to each state legislature the right to administer the funds as it saw fit. However, when the Act went into effect, there were about 100 black men and women extension agents in 11 states and, according to Alfred C. True, white agents already had done a "considerable amount of work" with blacks. In any case, the original Act was not explicit on the subject of Cooperative Extension and race, and only since the 1960s has legislation clearly directed Extension's work with people of all races and origins by requiring nondiscrimination on the basis of minority status.

Today, the question of the legitimacy of Cooperative Extension programs arises frequently and from many sources, often from one or another special-interest group that has experienced Extension's benefits and would like to sustain that relationship, even if others associated with Extension would be cut off. In that climate of opinion and debate, it is helpful to bear in mind the broad scope envisioned for Cooperative Extension programs in 1914. The range and diversity of Extension programs are far more marked today than ever, from Extension's response to massive societal changes and from additional federal legislation. Fundamentally, however, the Smith-Lever Act itself established Extension with a wide-ranging educational program.

Extension's Methods

Earlier we noted something of the variety of approaches with which the land-grant institutions pursued their own forms of extension work before the arrival of Cooperative Extension, and we reviewed Seaman Knapp's single-handed success at finding a method that really produced changes in people's behavior. As Congress set about to define Cooperative Extension work, much of the debate engaged the institutions on the one side and the advocates of demonstration on the other. And the outcome of the debate, fortunately enough, came down in favor of the person who was to benefit from it all—the ordinary person off-campus who did not take so well to lectures, books, mailed publications, courses, and all the paraphernalia of formal education.

The debate included more than controversy about educational method; in the long run, the issue also involved the "itinerant teacher." In fact, at stake was the county agent system. For, if many college representatives had had their way, extension work simply would have become a curriculum transplanted off campus, with professors functioning as they did in classrooms. The Committee on Extension Work of the Association of American Agricultural Colleges and Experiment Stations recommended that

> . . . large emphasis be placed at once upon those forms of work that represent systematic instruction, or formal teaching. In our judgment, this is to be the great permanent work of the extension department (Bailey, 1945).

Or as Dean Mumford of Missouri put it,

> I see no essential difference in principle between teaching farmers in a college or teaching farmers a mile away from the institution (Bailey, 1945, p. 263).

In short, the colleges themselves needed to be educated about extension education. Seaman Knapp himself had identified the problem when Agriculture Secretary Wilson asked him why demonstration work could not be conducted by traditional educators in a more dignified way with more professionally acceptable standards. Knapp's response was quick, brisk, and perhaps a bit bitter from his long experience with the colleges:

> Three reasons, Mr. Secretary. These gentlemen, number one, don't know anything about farming. Number two, they don't know anything about education. And number three, they don't know anything about people (Bailey, 1945, p. 233).

As the Smith-Lever debate continued, the long-standing conflict between the USDA and the agricultural colleges came

The Legislative Basis for 4–H

In 1953, Congress approved a significant change in the wording of the Smith-Lever Act. The original Act, as we have seen, calls for Extension work in "agriculture and home economics"; since 1953, the Act reads "agriculture and home economics and subjects relating thereto." The report of the House Committee on Agriculture clarifies the congressional intent behind the change:

> The phrase "and subjects relating thereto" is added to the language of the Smith-Lever Act to make certain that the new legislation will authorize all those Extension activities, such as 4-H Club work, education in rural health and sanitation, and similar aspects of the manifold extension program heretofore authorized and now being carried on under existing law.

A debate on the Senate side includes specific reference to 4-H as essential to Cooperative Extension's broad program. Michigan's Senator Homer Ferguson stated his views this way:

> It is my understanding that the omission of this phrase in the bill [4-H Club work] was solely for the purpose of avoiding any implication that phases of Extension work not expressly mentioned would thereby be excluded and that there is no intention to narrow the present concept of agricultural Extension work or to imply that the work of the 4-H Clubs is not to continue. I am sure that all of the senators will concur in my view that the work with our rural youth is of prime importance in the conduct of extension work, and deserves to receive and to continue to receive the fullest attention.

A few minutes later, Senator Edward Thye of Minnesota affirmed Ferguson's viewpoint:

> The statement of the Senator from Michigan is correct, because if we named one [specific Extension program], we would have to enumerate all of them, and to avoid the enumeration of all, the language in the bill was adopted.

And then Thye said, "I would not even be a party to putting so much as a straw in the way of the 4-H Club movement, because of its excellent achievements."

—Based on a paper by Milton Boyce, "Legal Basis for 4-H Work," ES-USDA, September, 1983.

to the fore. Jealousy, mistrust, and, on the colleges' part, fear of federal domination were but the tip of the iceberg compared to the fundamental disagreement about the role of the county agent in the Extension program. From their own experience with Seaman Knapp, USDA insiders had concluded that the demonstration method and the role of agents were far more successful than the college's traditional ways.

Then President Wilson made a fortunate appointment. David Houston, former president of Texas A&M College, became Secretary of Agriculture in 1913, and brought with him to Washington impeccable credentials as a land-grant institution administrator. He also brought his own familiarity with Seaman Knapp and a deep respect for Knapp's methods. In meetings with Smith, Lever, and the AAACES, Houston helped to transcend the conflict by introducing the idea of a cooperative relationship between the colleges and the USDA. This was a genuine attempt to combine the advantages of local initiative and incentive in the conduct of extension work with enough federal oversight to promote efficiency and ensure that federal funds were well spent.

And thus was Congressman Lever able to include, in his report from the House Committee, these words that would help to ensure Extension's success as a *nonformal* educational organization:

> The fundamental idea of the system of demonstration, or itinerant teaching, presupposes the personal contact of the teacher with the person being taught, the participation of the pupil in the actual demonstration of the lesson being taught, and the success of the method proposed.

Extension's Organization

By 1910, extension work had spread over much of the nation, supported in the South largely by the USDA and in the North and West by a myriad of public and private agencies, including particularly the essential source of practical knowledge, the land-grant institutions. In retrospect, it seems inevitable that the channel that would focus and direct the enormous energy of extension education flowed toward a cooperative relationship between the USDA and the colleges and universities.

There were several reasons for what came to be the unique partnership of Cooperative Extension, most of them justifications for the role of the federal partner. For the main opposition to a federal presence in Extension came from a kind of "states' rights" argument based, apparently, on a fear that the federal government would take over or co-opt the institutions' proper educational role. Put simply, the arguments in favor of the partnership were these:

1. Both the USDA and the colleges were already involved in extension work.

2. Federal funds would be appropriated for extension efforts, and federal oversight should follow their use.

3. A coordinated federal and state system, based on mutual planning and reporting, would help to ensure the most efficient use of resources.

Again, the House Committee's hearings on the Smith-Lever bill amplified the points of the debate, suggesting by their tone something important about the

Booker T. Washington and Seaman Knapp: Interracial Cooperation in Demonstration Work

The following passage comes from *Seaman A. Knapp: Schoolmaster of American Agriculture* by Joseph C. Bailey (1945, pp. 227–228).

Immediately after his first visit to Tuskegee Institute [in 1906], which, along with Hampton Institute in Virginia, had been instrumental in drawing the attention of the Rockefellers and their General Education Board to the South, Knapp made another proposal for cooperation. In a long letter he suggested that funds for a wagon which was traveling about to exhibit better implements to Negro farmers be augmented by the Board to pay for a demonstration agent: "They have only done Institute work, and what they need is to nail the whole proposition to the soil . . . to get the farmer to do the work himself and make a demonstration."

He submitted in writing to Booker T. Washington, president of Tuskegee, the details previously discussed with him and his staff to "unite forces" and funds, employ a man under Knapp's charge "on the demonstration plan," and share credit for the work done among the Negro farmers in adjacent counties. This scheme was readily accepted by the Board and by Tuskegee, and another large group of Southern farm folk was brought into organized acquaintance with the Farmers' Cooperative Demonstration work.

Two Negro agents employed for this work before the close of 1906 were the first of a force which had grown to one hundred by 1914, located in eleven states. . . . Dr. R.R. Moton, successor to Booker T. Washington at Tuskegee, has written, "No other two men have done more for the Negro in the lower South since Emancipation than did Seaman A. Knapp and Booker T. Washington.... If what he [Dr. Knapp] contributed to Southern agriculture, economic, and social progress, including relations between the two races, had never been contributed, conditions would be pitiable to contemplate."

relationship that the speakers envisioned. Here is W. O. Thompson, President of Ohio State College:

> It looks to us as if we should get closer together, with a better organization, a more efficient expenditure of money, and a better understanding than ever before.... Before the money is expended, the Department of Agriculture . . . and these colleges . . . shall get together in a friendly council, lay out the projects, and provide . . . for the wise, economical, and efficient expenditure of this money (Bliss, 1952, p. 104).

David Houston, then Secretary of Agriculture, also had in mind Thompson's "friendly council" when he emphasized to the House Committee the need for mutual planning to avoid duplication and haphazard activity:

> We have been discussing with the executive committee of the land-grant colleges whether it would not be feasible for each of these institutions to have in hand projects, formulated every year, by which all the institutions, federal and state, can work together. You can easily see how that would clear the air. . . . The thing to do is to have the two work together in close harmony, put their heads together, and adopt a plan (Bliss, 1952, pp. 98–99).

Houston went on to emphasize that the institutions should devise their own "machinery" for doing extension work, and thus he helped to distinguish between the roles of the two partners. After all, the act was to require matching funds from the states for the federal dollars to be appropriated.

Extension's early historian, Alfred True (1928, p. 115), sums up the Smith-Lever Act by saying that it

> ...carries further than any previous legislation a requirement for active cooperation of Federal and State agencies in the planning and conduct of work maintained with Federal and State funds. It also contemplates the extension of this cooperation to take in counties, communities, and individuals. At the same time, it safeguards the use of Federal funds by conferring on the Secretary of Agriculture comprehensive administrative authority.

And what of the county partner? While not included in the federal legislation, over the next decade Cooperative Extension all across the nation received crucial local support, either from private county organizations or directly from county governments. In Wisconsin, for instance, county boards of supervisors responded to their state's enabling legislation of 1911 by matching state funds with direct county contributions for Extension agent salaries. Private organizations in other states gradually adopted the generic name, "farm bureaus," and, through legislation or precedent, they became semiofficial public bodies designed to support and influence local Extension work.

Thus developed Extension's local partner, the county Extension association known variously as the Executive Committee, the Extension Council, or the Extension Board. With the passage of the Smith-Lever Act in 1914, the land-grant educational system, cooperating with the USDA, had won an extraordinary victory—a victory not only for the institutions but for the American people and, ultimately, the people of many countries yet to develop.

The years ahead would see the revolutionary changes in rural life that Knapp and many other leaders had foretold, and many of those changes would come as a direct result of the application of knowledge and intelligence to the problems and possibilities of people's lives. As the president of Alabama Polytechnic Institute said in support of the Smith-Lever Act's passage,

> This sort of constructive work done with the government money seems to me of even more value than what might be called the destructive work of the appropriations for guns and battleships (Congressional Record, 1913).

"The United States launched a system of research and education that more than any other development in our nation has made possible the agricultural and industrial preeminence which has brought our citizens a degree of abundance, and a standard of living, unequaled in the annals of history. Our land-grant system has provided the means and mechanisms for generating new knowledge through research, transmitting that new knowledge through the classroom to oncoming generations, and providing all the people in each state of our nation the latest and best information on agriculture, home economics, and natural resources."—Roy M. Kottman, The Seaman A. Knapp Memorial Lecture, 1982.

A Survey of Cooperative Extension, 1914–Present

1914–1920: Good weather, markets, and prices fostered a prosperous agriculture, and Extension grew steadily, clarifying the roles and relationships between the federal and state partners and gaining local support from farmers' groups (precursors of today's County Extension Board). World War I saw the rapid development of County Extension offices, culminating in a nationwide network by the close of 1920. The Extension agent became, during the war, "the patriotic leader of numerous war campaigns" and "a propagandist of the highest order," according to Extension historian Gladys Baker.

1921–1929: The postwar agricultural depression created the "farm problem" and the not-so-"Roaring '20s" for rural America. Agents most often worked one-on-one with farmers, stressing efficient production and marketing. But the number of volunteers increased substantially (182,000 in 1923), and Extension programs swelled to include rural sociology, child development, public affairs, and drama and music. Gradually, as farm and city people became increasingly interdependent, agents worked more with community groups, less with individuals. In 1923, the Federal Extension Service replaced the original States Relations Service. By 1928, the Extension staff numbered over 5,000.

1930–1940: The "Great Depression" dealt a devastating blow to rural and urban America alike. Extension became the chief means of implementing national program activities directed at the economic preservation of the family farm, the farm family, and rural America. With a service function thrust upon them, Extension staff members spread knowledge about Roosevelt's aid packages for depression victims. Extension also helped establish her sister USDA agencies, including the Soil Conservation Service and the forerunner of the Farmers' Home Administration. By 1938, the Extension staff had grown to 8,682.

1941–1946: World War II ended the depression as the nation made an all-out production effort: Extension agents educated the public about dealing with shortages and rationing and about the war effort itself, training 600,000 "neighborhood leaders"—a man and a woman in every locality—each responsible for contacting 10 to 20 families. "Victory gardens" and "war cookery" took much staff time, and Extension broadened its efforts beyond agriculture and home economics. Its agents held public policy discussion groups all across the country, dealing with the issues of war and the defense of democracy.

1947–1960: Rapid technology development spread across rural America, transforming the family farm into a complex business and the agricultural system into a vast economic/technological network. By 1950, increased production and effective marketing were still top priorities for Extension, but the old aim of engendering a love of rural life gave way to promoting rural people's appreciation of national and international issues. The increasingly complex subjects of home economics began to include a new emphasis on human relationships. Pilot efforts in rural development were undertaken. And Extension staff ranks swelled to more than 11,000 in 1948, almost 15,000 in 1958.

1961–1977: The massive social conflicts growing out of the war in Vietnam and the civil rights movement profoundly affected Cooperative Extension programs. Congress began to use grants-in-aid funding to influence Extension more directly, and program focus shifted to include the problems of the city, low-income people, and minorities. Farmers, who in 1940 had made up 25 percent of the American people, accounted for only 5 percent by 1970, and Extension's clientele broadened to reflect this massive demographic shift. New programs arose, particularly in community resource development, and Congress mandated new initiatives in nutrition for low-income

continued

people, rural development, and urban 4-H programs, among others. Major civil rights equal opportunity efforts were carried out in both Extension staffing and program delivery, and Congress mandated, for the first time, separate federal funding for the 1890 institutions and Tuskegee University.

1978–Present: By 1985, the farm population decreased to 2.4 percent of the population, and the majority of Extension's clientele was now in urban areas. The economic plight of farmers who were suffering from cash flow problems and drastic real property deflation after 1981 resulted in Extension programs on farm family stress management and much greater emphasis on farm business management. Teams or clusters of Extension staff members in various program areas collaborated on problem-solving programs for farm families. At the same time, efforts at broader programming intensified in 4-H, family living, community resource development, and natural resources.

As the U.S. population shifts toward an older age spectrum and family structures and relationships change, Extension is generating new programming in family resource management, family strengths and communications, and issues such as preretirement, health and the elderly, and home-based business. Educational programs on community problems—economic, social, and aesthetic—have kept agents and specialists in key facilitating roles with local groups.

In this period, the videocassette recorder and the personal computer are making a major impact on Extension's programs and staff operations. The ECOP Task Force on Electronic Technology urges "selective adoption" of new technologies, such as videodiscs, and forecasts technology's important supporting role for Extension programs in the future. At the same time, budgetary problems at all three levels of government have created tighter Extension budgets and renewed calls for greater accountability and efficiency. A major system, Accountability and Evaluation, has helped to ensure that Extension's planning targets high-priority client needs and that substantial reports to legislators and the public emphasize the impact our programs have. The 1985 Farm Bill has made explicit Extension's ability to conduct applied research as an educational method.

The Extension staff, now numbering over 16,000, has benefited from new and wider efforts in staff development. Following an ECOP suggestion in 1976, many states established or increased professional staff development positions, and regional and national Extension schools provided more opportunities for in-service professional development. Cooperative Extension program priorities are focused on maintaining flexibility and a broad mission in order to sustain the organization's responsiveness to people's needs—youth, adults, men, women, blacks, whites, Cambodian and Hispanic people alike; the elderly; low-income people; those who live in the cities, suburbs, and country—and in all of the educational areas that have become a part of Extension's domain: agriculture, natural resources, family living, 4-H and youth, and community resource development.

—Adapted and enlarged from *Extension Committee on Organization and Policy*. NASULGC Publication. Washington, D.C., 1985.

Extension's Mission Through the Years

Through the Second World War, Cooperative Extension grew and expanded so that, in 1948, the Extension staff numbered over 11,000 members. With its broad legislative mandate, and with a staff of educators assigned to "hustle among the people," as Seaman Knapp said, and to stay in close touch with their needs, Cooperative Extension took advantage of its unique opportunity to "percolate knowledge" all through the people on the land. (Bailey, 1945)

With the postwar period, however, came fundamental social changes that brought significant changes to Extension, changes encouraged and driven by a series of powerful studies and reports over the past four decades.

We have seen the broad vision for the nation that infused the Smith-Lever Act: that Cooperative Extension should serve, in the words of Roosevelt's Country Life Commission, "all interests of country life." The legislation is naturally a major force in the evolving mission of Cooperative Extension. But there is another force that acts on Extension, as well, and it also works to broaden Extension's mission for us today.

The 1946 Report of the Committee on the Scope of Extension's Educational Responsibilities, familiarly called the Kepner Report, was the first in a series of ES-USDA studies to encourage a broader focus for the CES.

> The forces of public opinion and public desire . . . are at least equally as significant as the early interpretations of the original enabling legislation in determining the fields of interest in relation to which Extension should render educational assistance,

the Committee said. Encouraging a move beyond Extension's recognized boundaries, the authors of the Kepner Report held that Extension's responsibility must include all the people, "irrespective of their place of residence, age, economic status, group affiliations, or other factors."

In their report, the Committee called particular attention to the societal changes wrought by World War II, noting changes in many of the people's "basic attitudes, values, and relationships." American society was growing increasingly complex, the cities had swollen with people migrating from the farm and from other countries, too, and American interests now extended well beyond the nation's borders. New Extension initiatives were required in economic issues and public policy, marketing and distribution, and in social relationships and cultural values, so that America's understanding would encompass the increasingly *urban and international dimensions of the postwar world*.

Two years later, in 1948, the *Joint Committee Report on Extension Programs, Policies, and Goals*, produced by the USDA and the Association of Land-Grant Colleges and Universities, encouraged the expansion of Extension's programs. Noting that the problems of farm, home, and rural life "should continue to constitute the basic core of Extension work," the Joint Committee underscored the "interlocking interests of all groups of society," and said that Extension must help people deal with problems of public policy—local, national, and international—and of human relations, even though such problems are "less tangible and more controversial" than those Cooperative Extension had traditionally tackled.

By 1958, when the Extension Committee on Organization and Policy (ECOP) published its report on the increasing scope of Extension education—since called the "Scope Report"—the tempo of change in American life had accelerated, and even more accelerated change appeared likely. Cooperative Extension, increasingly asked to serve more people and more varied groups, continually had to focus on shifting areas of need, to become even more responsive to its clientele. Here is the substantial list of

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priorities the Scope Report authors recommended for Extension:

- efficiency in agricultural production and marketing, distribution, and use;
- conservation and use of natural resources;
- farm and home management with a "unit approach";
- family living;
- youth development, through real-life learning activities and career counseling;
- leadership development;
- community improvement and resource development; and
- public affairs.

The Scope Report Committee also emphasized Extension's increasingly comprehensive clientele, rapidly expanding from its core of farm and nonfarm rural residents and commodity groups to include the entire agricultural infrastructure and urban residents as well. It then pointed to the major operational problem Extension faced and still faces: "how to allocate its time and resources so that the highest priority needs of those other than farm people are given appropriate attention."

A decade later, in 1968, a Joint USDA-NASULGC Study Committee on Cooperative Extension produced *A People and a Spirit*, in which it recommended "a broadened and redirected" Extension Service to meet the public's changing needs and serve more people with fewer resources. (NASULGC, which is almost pronounceable as a word, is the newest name of the venerable organization that represented the land-grant colleges in support of the Smith-Lever Act. Currently, it stands for the National Association of State Universities and Land-Grant Colleges, and the organization continues to play an important national role in support of the entire land-grant system.)

In *A People and a Spirit*, the writers pinpointed several national and international trends that bore directly on Extension work. Since those trends are still in evidence today, they are particularly worth noting:

1. Growth in agricultural technology has drastically cut manpower needs and increased capital investment; thus, Cooperative Extension must increase its emphasis on farm business management and marketing.

2. The massive rural-to-urban migration in the U.S. has caused an increasing interrelationship of rural and urban problems, and Extension must include both rural and urban areas in its domain.

3. People not in the mainstream of business and technology are falling behind; Extension must adjust and expand its programs for low-income and disadvantaged people, to help them move into America's mainstream (much as the first agents had done specifically for farmers at the turn of the century.)

4. Developing countries around the world are in dire need of the self-help programs Extension education provides. Extension should give additional emphasis to international understanding and, where possible, support to other U.S. agencies responsible for international work.

Briefly listed, the Committee recommended that, within its total effort in agriculture, Cooperative Extension should give far heavier emphasis to:

- business management and marketing education,
- economics and business management in all program areas,
- low-income farmers,
- community resource development,

Education and Democracy

Implicit in all the legislation that created and sustains the land-grant system, including Cooperative Extension, is the political conviction that a free and open society depends on an informed, participating citizenry. Here are several quotations from education theorists on aspects of the importance of education in a democratic society. (From the *Kettering Review*, Fall, 1985.)

"It cannot be doubted that in the United States the instruction of the people powerfully contributes to the support of the democratic republic; and such must always be the case. ...The American learns to know the laws by participating in the act of legislation; and he takes a lesson in the forms of government from governing. The great work of society is ever going on before his eyes and, as it were, under his hands."—Alexis de Tocqueville, *Democracy in America*

"Men live in a community by virtue of the things which they have in common; and communication is the way in which they come to possess things in common. What they must have in common in order to form a community or society are aims, beliefs, aspirations, knowledge—a common understanding."—John Dewey, *Democracy and Education*

"When people think about leadership the image that most often comes to their minds is of a General Patton, riding out ahead, leading nervous but faithful followers into the unknown. . . . [But] the real leader is an educator —one who develops and stimulates the public's awareness of a need and who coaches an appropriate response."—Estus Smith, former Vice-President for Academic Affairs, Jackson State University, Jackson, Mississippi

"There is little talk today about the connection between public education and freedom. . . . Yet this is a time when what we think of as civilization is being ripped apart across the planet by terror, torture, and totalitarian controls. It is a moment when we are instructed daily in the fragility of human rights, in the tenuousness of both freedom and democracy. To speak of freedom is to hold in mind the human capacity to orient the self to the possible, to posit alternatives, to look at things as if they could be otherwise.

"It would seem to me that educators, on principle, would want to take a stand against what threatens our way of being in the world; yet the matter seldom enters discourse on education today. . . .

"People are withdrawing from a public culture perceived as meaningless; they are building barricades around their private spaces rather than engaging in expanding associated relationships. . . . On all sides we find the networks of obligation beginning to unravel. Deprived people, distraught people, victims of fire, unemployed workers, women in need of day-care centers, abused children, Haitian refugees: all appear on the nightly news—to be seen. . . . There *is* no space where human beings, speaking and acting in their plurality, can appear before one another and realize the power they have simply in being together.

"The diverse perspectives that create the reality of the public space cannot include those that reject dialogue, encourage sexism or racism, insist on one-dimensional certainty. The idea of a plurality, like the idea of pluralism, allows for diverse and distinctive ways of seeing and hearing. It allows for the sounds and tones of voices seldom listened to, even today: the voices of women, immigrants, children, minorities, strangers of all kinds. But their being together in a public space is for the sake of coming in touch with the common, of making something audible and visible in between."—Maxine Greene, Professor of Education, Columbia University, New York

- natural resources programming,
- the quality of family life, and
- disadvantaged young people and adults, potential school dropouts, unemployed and out-of-school adults, and young families.

To accomplish all this, the Joint Committee recommended that, wherever possible, Extension should enlist the aid of agribusiness firms, asking them to take over Extension's past emphasis on production and husbandry, thus allowing CES to focus on economics and business management. To include both rural and urban areas in its domain, Extension needed to include new youth in new kinds of 4-H work, employ more program aides to reach the underprivileged, and learn to make its staff more efficient. In the text of *A People and a Spirit*, committee members urged increased attention to staff development, particularly in the use of new teaching technologies, communication systems, and teaching methods.

At the same time, Extension should broaden its own resource base, both on and off the campus. Just as initially the college of agriculture had provided the central base for Extension, so now *all the colleges* in the land-grant institutions should serve the Extension cause. Off campus, Extension needed to forge new linkages with other state institutions and seek improved relations with city and county governments.

Extension in the '80s: A Perspective for the Future of the Cooperative Extension Service

This 1983 report, by a joint USDA-NASULGC Committee on the Future of Cooperative Extension, carried further many ideas expressed in earlier reports and, in the process, showed that the earlier forecasts about the increasing speed of change in American life were indeed accurate. The authoring Committee warned that, "a reevaluation of Extension's operations" is required by a staggering number of changes, equally staggering in their complexity:

- a more specialized, mechanized, large-scale agriculture, with interdependence of services, supplies, and transportation;
- families in flux, with more single-parent families and working women;
- changing residence patterns, increased mobility; more farmers living in cities and villages, more city workers living in villages and the country;
- more farm people holding part-time and full-time off-farm jobs; more part-time farming;
- changes in governmental systems, roles, and impacts on people, communities, and institutions;
- changes in health and nutrition, and new lifestyles;
- different societal values, affecting the aspirations of young people;
- changes in land and water use; greater pressures on land, waterways, forests;
- continuing immigration of foreign nationals to the U.S.;
- major changes in foreign trade and foreign relations;
- rising levels of formal educational attainment for many, and increasing need for lifelong education for all;
- rapid and comprehensive changes in the knowledge base in all fields; and
- changes in the media and institutions from which people secure knowledge.

The body of the report, *Extension in the '80s*, included recommended priorities within the six major areas of Extension's focus. Special attention must be given to the economic struggles within the agricul-

How America Has Changed Since 1910, and Some Projections for the Future

Statistical Information

Total U.S. population has grown from 92.4 million in 1910 to 236.6 million in 1984. Projections for the year *2000* range from a 10 to 20 percent increase beyond the 1984 census—*from 256 to 281 million people*.

In 1910, America's rural population stood at nearly 54 percent of the total population; by 1980 it had shrunk by half, to 26 percent. The 1910 farm population included almost 35 percent of all Americans; by 1980, farmers accounted for less than 3 percent, and by 1985, just 2.4 percent.

In 1910, there were almost 6.4 million farms in America, with an average of 139 acres/farm. By 1982, the number of farms had decreased to 2.2 million, and averaged 440 acres/farm.

Even more striking, *The Kiplinger Washington Letter* predicts that, by the mid-1990s, **only 200,000 farms will raise 90 percent of our food**, whereas it took 650,000 farms to do that in 1985.

In 1910, 89 percent of the U.S. population was white. **Racial minorities** made up only 11 percent of the population, of whom 10.7 percent were black. By 1990, blacks will comprise 12.2 percent of the citizenry, or about 30 million persons, and Hispanics will account for a full 7 percent or 17 million. **By 1990, almost 1 out of 5 Americans will be black or Hispanic,** according to *American Demographics*. And **by 2020, we will be a nation that includes 44 million blacks and 47 million Hispanics!**

Adding Native Americans and Asian-Americans to the blacks and Hispanics, says Harold Hodgkinson in his 1985 booklet, *All One System*, will mean that **"by around the year 2000, America will be a nation in which one of every THREE of us will be nonwhite."**

Poverty continues to plague almost 35 million Americans. Of those, about 40 percent, or 14 million, are children.

Americans are living longer and the population is swelling in the elderly age group. In 1910, only 4 million people (4.3 percent) had reached age 65; by 1983 those 65 and over numbered 27.4 million (11.7 percent). And by 2000, 13 percent of the U.S. population will be 65 or older, climbing to over 21 percent by 2030.

Everyone knows that the basic American social unit has always been the family. No longer, according to *Megatrends* author John Naisbitt (1984). Society's "basic building block" is becoming the individual, since **1 in 4 Americans now lives alone as a single-person household** (compared to 1 in 10 in 1955).

Further, in a recent study, *The Nation's Families, 1960–1990*, these figures were projected for the **family in 1990** (Naisbitt, 1984):

- Husband-wife households with just one working spouse will account for only 14 percent of all households (compared to 43 percent in 1960)
- At least 13 separate kinds of households will stand beside the conventional family with such categories as "female head, widowed, with children" and "male head, previously married, with children."
- Over one-third of the couples first married in the 1970s will have divorced; over one-third of the children born in that decade will have spent part of their childhood living with a single parent.

Finally, between now and the year 2000, **more than 90 percent of new American jobs will be in "services."** *The Kiplinger Washington Letter* predicts that "technology will eat into factory [and farm] labor but create millions of other jobs" in computing, engineering, health, telecommunications, accounting, and finance. (From *The Kiplinger Washington Letter*, December, 1985).

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You can augment these general statistics by checking recent census data for your state and county. How has the population changed in your area over the past century? The past 20 years? Five years? Your local or university library is a good place to begin getting acquainted with your clients!

Figures 1 through 9 illustrate more dramatically some of the changes that have already transformed America and will continue to transform it in the future.

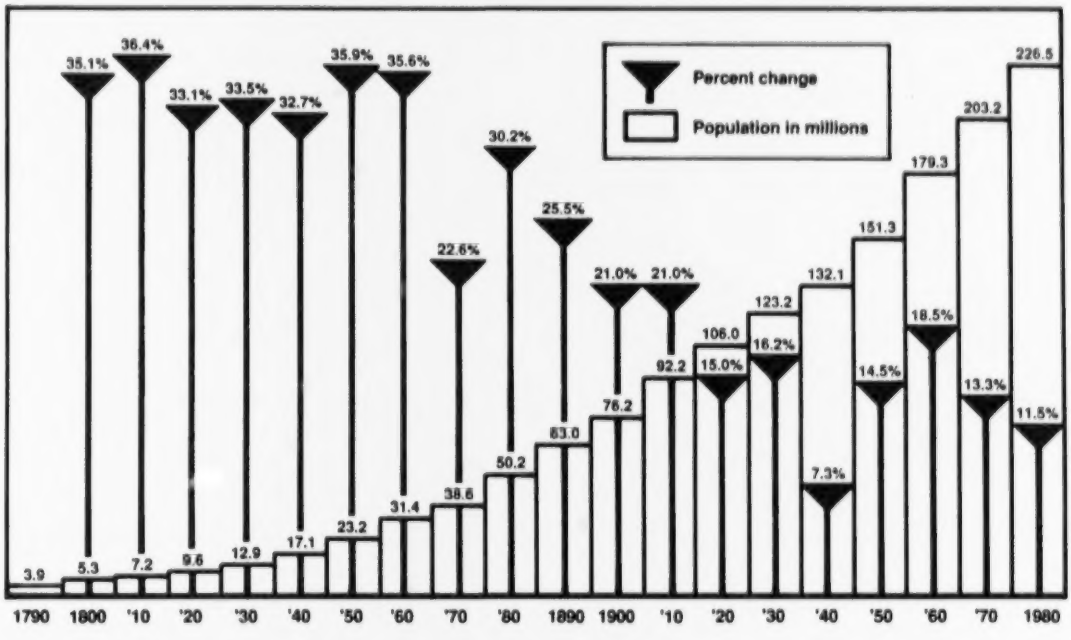

Figure 1. Total population and percentage change from preceding census for the United States: 1790 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

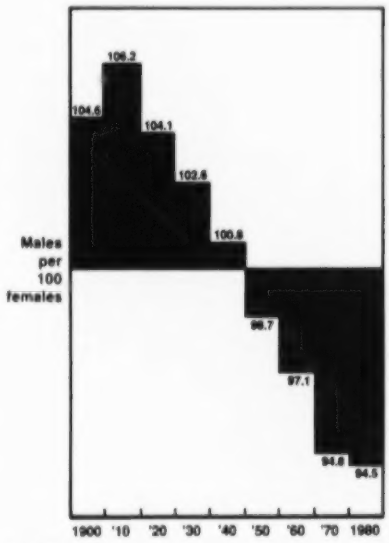

Figure 2. Sex ratio: 1900 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

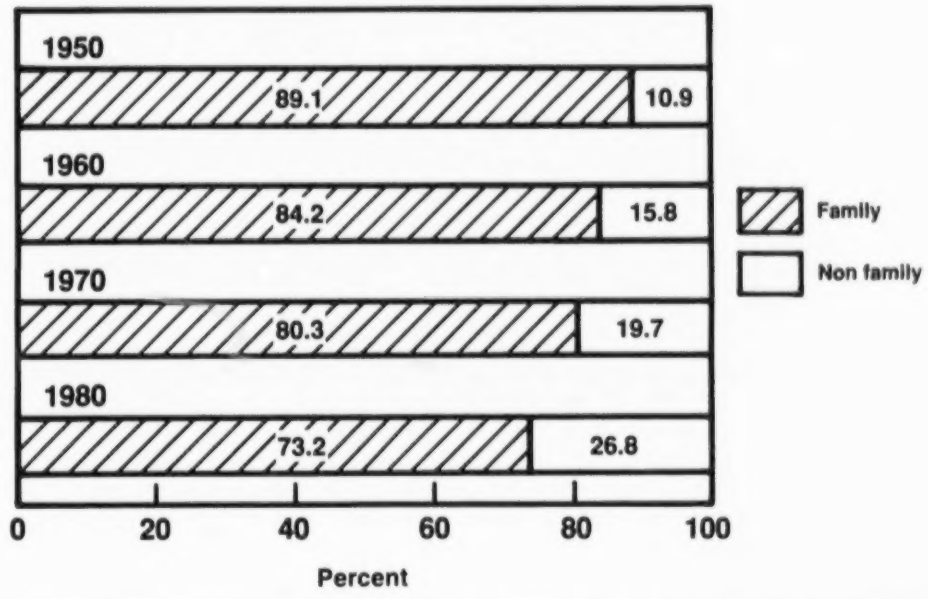

Figure 3. Family and nonfamily households as a percentage of all households: 1950 to 1980
Source: *1980 Census of the Population,* "General Population Characteristics, Part I: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983. [*Note:* "Family households" include those where family members live together, including single-parent families, and may include nonrelatives; a "nonfamily" household occurs when a person lives alone, or when a householder lives with other unrelated individuals.]

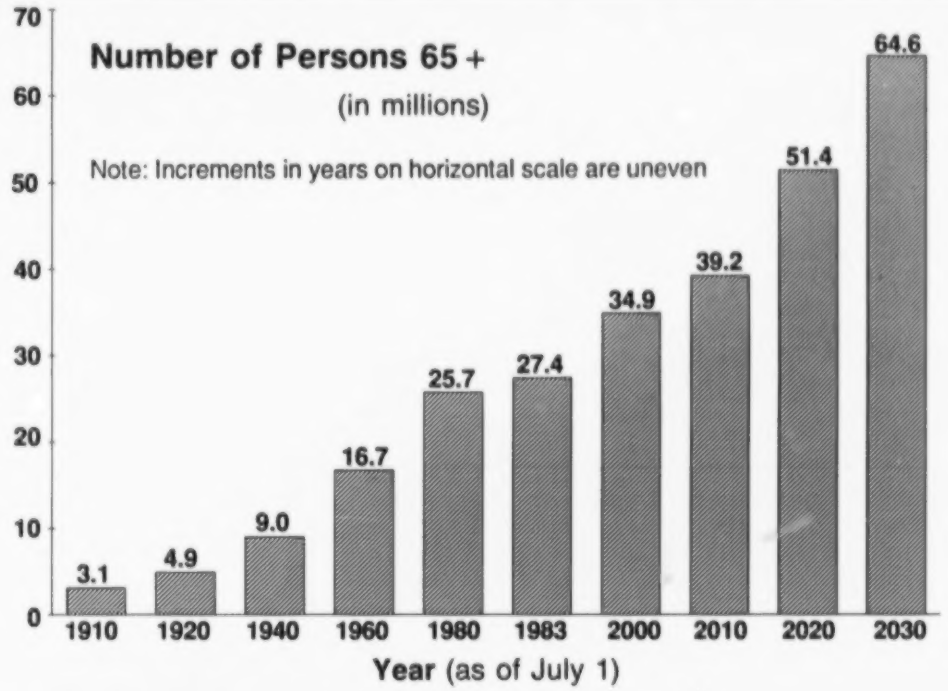

Figure 4. Number of persons 65 + : 1900 to 2030
Source: Brochure entitled "A Profile of Older Americans, 1984." Washington, D.C.: American Association of Retired Persons, 1984.

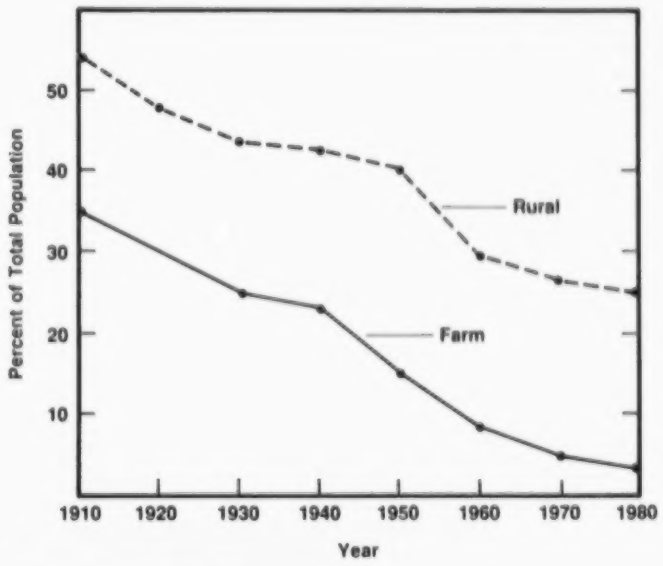

Figure 5. Farm and rural population, 1910 to 1980
Source: Warner and Christenson (1984, p. 8).

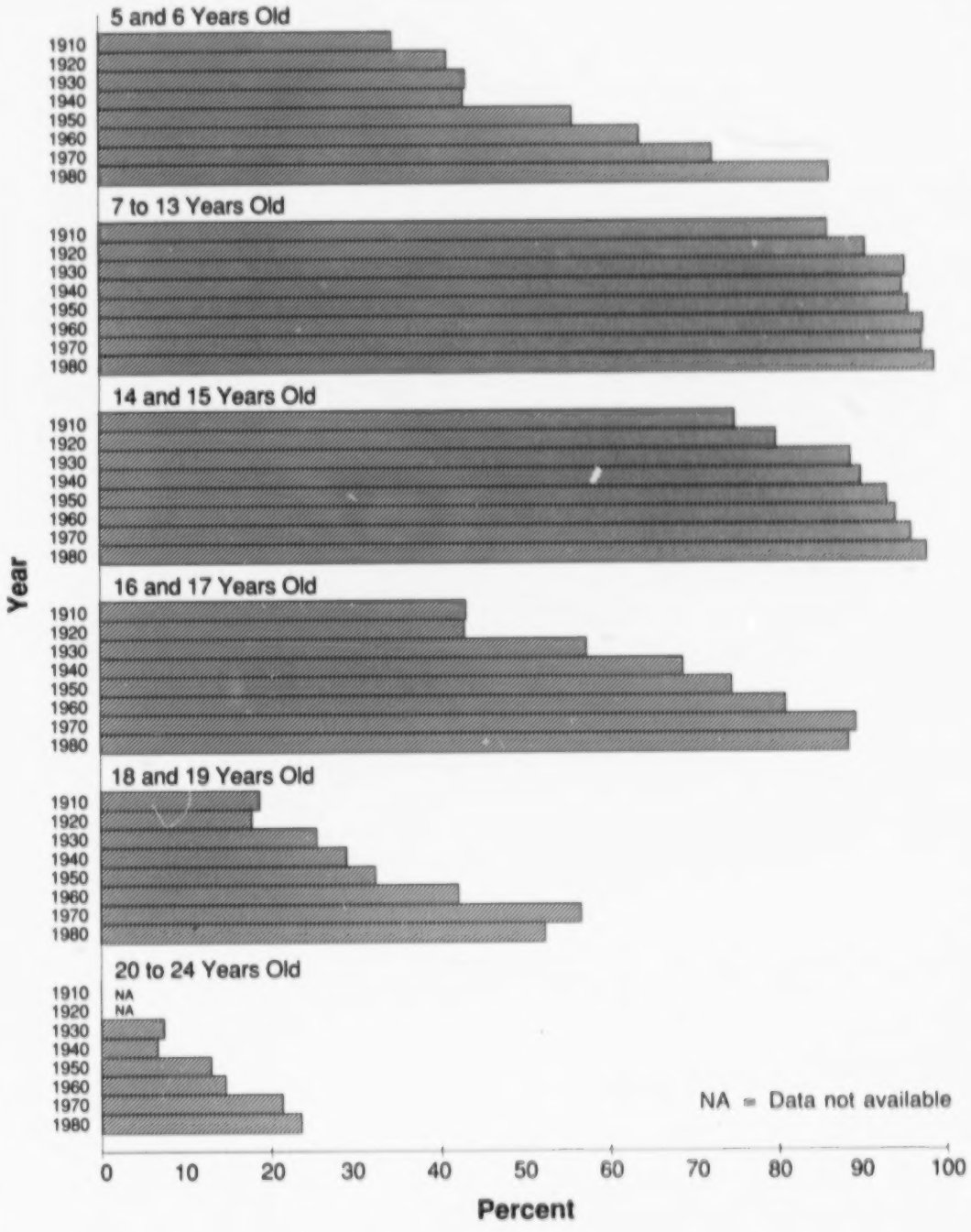

Figure 6. Percentage enrolled in school by age: 1910–1980
Source: *1980 Census of the Population,* "General Social and Economic Characteristics: U.S. Summary." Bureau of the Census, U.S. Department of Commerce, Washington, D.C., 1983.

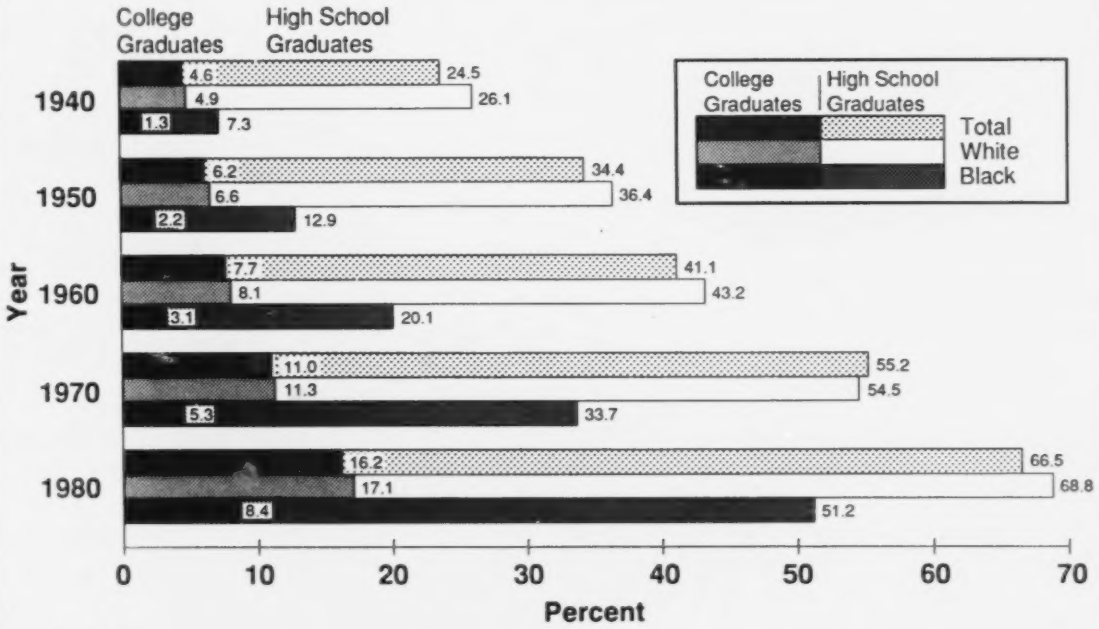

Figure 7. Percentage of persons 25 years old and over who were high school graduates and college graduates, by race: 1940 to 1980
Source: Warner and Christenson (1984, p. 8).

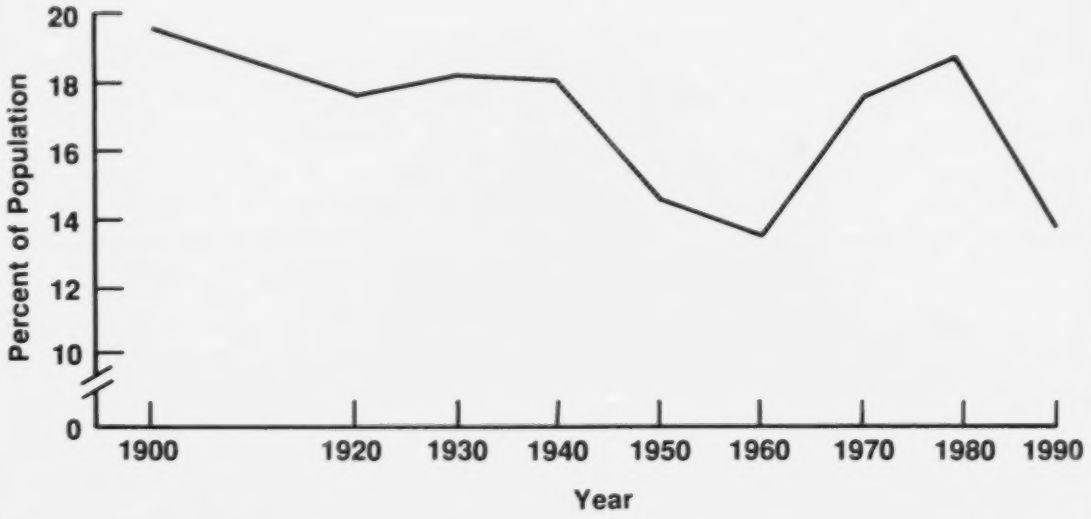

Figure 8. Youth aged 15 to 24 as a percentage of total population
Source: Skidmore (1983, p. 263).

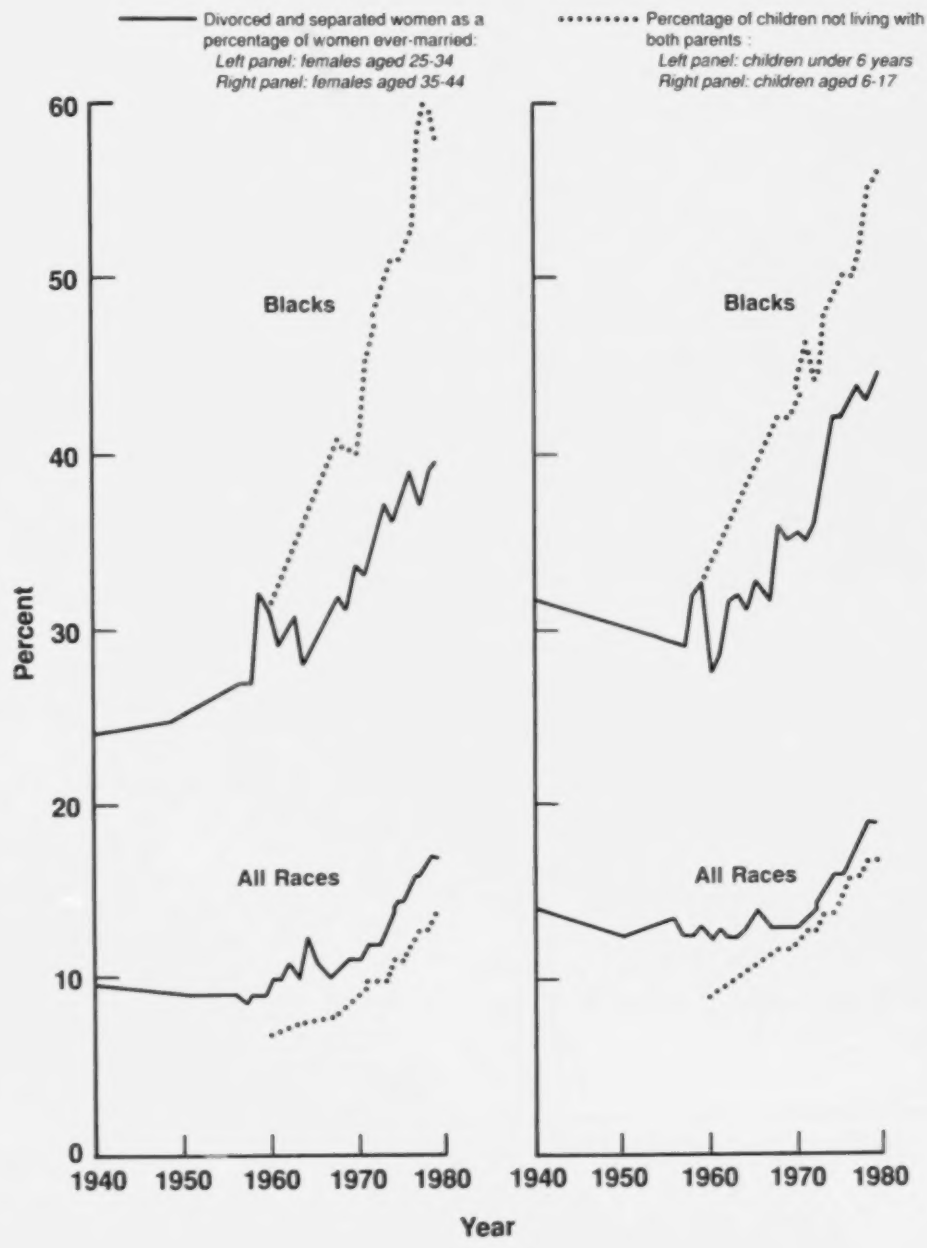

Figure 9. The impact of marital dissolution on the presence of parents in children's homes. Among both whites and blacks, the rising incidence since 1960 of divorce and separation among couples in the reproductive ages (solid lines) has caused a corresponding increase in the proportion of children not living with both parents (broken lines). Most of these children are living with their mothers.
Source: Skidmore (1983, p. 63).

tural system, particularly in view of the projected 50 percent increase in the world's demand for food and fiber by the end of this century; to educational programs for improved decisionmaking in the management of our natural resources and the environment; to the need for strong small community and small business leadership; to stronger families through leadership development and volunteer training in both rural and urban areas; to the development of young people everywhere and in all socioeconomic groups, with even greater use of aides and volunteers in program management; and to increased international understanding within the U.S. as the countries of the world continue to move toward increased interdependency and mutual impact.

In support of these priorities, the writers of *Extension in the '80s* called for strengthening each of the partnerships that comprise Cooperative Extension, most notably the state partner. The Committee declared, "we believe that administrators and faculty of land-grant universities must place lifelong learning on a plane equal to that of research and preparatory education." By calling for greater support for Cooperative Extension in its primary home, the Committee reasserted the essential, historical role of Extension, integral to the land-grant mission.

Legislative Additions to Cooperative Extension's Mission

Alongside the foregoing sequence of national Extension reports (and with some influence from these special committee reports) federal legislation in the recent past has had considerable impact on Extension educational work. Increasingly in recent years, without encroaching on the long-established principle that Extension programs should, in general, be determined in the states, Congress has provided funds for specially targeted Extension programs. The following programs are subject to change each year, based on congressional appropriations; and if those funds were not approved, and if individual states did not choose to provide substitute funds, these programs would cease to exist.

Revisions in the Smith-Lever Act: Revised many times since 1914, often to define exactly the level and distribution of federal funds for Extension, the Smith-Lever Act now specifies the inclusion of **solar and rural energy** in CES subject matter.

More important, Congress made explicit the long-inferred inclusion of **rural development** in Extension work, and in 1972 and 1980 authorized federal expenditures for CES rural development programs. These programs most recently have centered on economic development and public decisionmaking education, especially among local government officials. In 1973, Congress earmarked funds for **4-H programs in urban areas** and for **4-H rural community development.**

EFNEP—Expanded Food and Nutrition Education Program: Launched in 1968, EFNEP provides nutrition information to low-income families and encourages sound nutritional practices through the work of Extension paraprofessionals.

IPM and CPM—Integrated Pest Management and Cotton Pest Management: Both programs attempt to streamline pest control with a minimum of resources, costs, and environmental damage; CPM is active in 11 southern states, IPM in all states and Guam, Puerto Rico, and the Virgin Islands.

PIAP—Pesticide Impact Assessment Program: This program evaluates the risks and benefits of selected pesticides for forestry and agriculture; the resulting information also is used by the U.S. Environmental Protection Agency.

PAT—Pesticide Applicator Training: Aimed at commercial and private pesticide applicators, this program teaches safe and proper pesticide use in order to

"We [intended to] place the responsibility for the actual conduct of [Extension] work at the college. There was not to be a centralized and dominating agency, to avoid any possibility of forcing on the States programs not readily adapted to the needs of the people."—Report of the U.S. House of Representatives, 1914

save lives, time, and money, and to minimize adverse effects on the environment.

FS—Farm Safety: Farm and ranch residents have an accidental death rate 58 times higher than the nation as a whole. Congress has authorized funding, specifically to Cooperative Extension, to help reduce that rate through education.

UGP—Urban Gardening Program: Twenty-one cities participate in this special program for low-income residents, in which they are taught gardening and food preservation, largely through the help of trained volunteers.

Farm Financial Management: As the financial crisis in agriculture has deepened, Congress has authorized funds for a pilot project, supplementing funds for states already responding to the problem.

RREP—Renewable Resources Extension Program: A comprehensive program in forestry with more than one-half of its emphasis on forest management; an additional one-third on forest harvesting, processing, marketing, and fish, wildlife, and range management; and the balance focused on environmental management, public policy, and outdoor recreation.

RDCS—Rural Development Center Support: In the Rural Development Act of 1972, Congress established four regional rural development centers at Cornell, Iowa State, Oregon State, and Mississippi State universities. All serve as clearing houses for rural development activities in their regions.

In the Food Security Act of 1985, Congress made two noteworthy amendments to the Smith-Lever Act. First, the definition of Extension work was broadened to include specific mention of the "development of practical applications of research knowledge," in addition to instruction and demonstration. This reference to applied research clarifies a longstanding Extension role. Second, Congress authorized the federal partner, ES-USDA, to conduct educational programs on its own initiative, supported by the Secretary of Agriculture.

To reflect on the reports and legislative acts of recent years is to realize how much Cooperative Extension has grown into a truly multipurpose institution with the extraordinarily broad mission of nonformal educational work with people who are not resident students. By public demand, expressed in the county and state offices of CES and in the halls of Congress, Extension has tried to enlarge its scope and broaden its impact as a dynamic, flexible, and responsive organization.

Cooperative Extension at a Crossroads

A public organization as large and influential as Cooperative Extension cannot escape scrutiny, criticism, and pressure to change. In fact, the very nature of the partnership and the involvement, by design, of lay people ensures a constant reexamination of Extension's purpose and programs. **Debate is endemic to Extension, and Extension staff members should welcome from others and offer their own criticism and recommendations about Extension's mission and direction.**

In the past two decades, several powerful studies have questioned aspects of the CES organization, mission, clientele, and programs. Frequently the questions about Extension arise from broader concerns about the land-grant higher education system, and always the issues center around Extension's role as a largely tax-supported institution.

The first major criticism of Cooperative Extension came from an independent advocacy group, the Agribusiness Accountability Project, which published in 1973 Jim Hightower's *Hard Tomatoes, Hard Times*, a scathing critique of the entire land-grant system. Hightower attacks the extent to which "the system has, in fact, become the sidekick and frequent servant of agriculture's industrialized elite." The

The 1981 Legislative Mandate for Extension's Mission

The following quotation is from Title XIV—National Agricultural Research, Extension, and Teaching Policy Act Amendments of 1981, Public Law 97-98, December 22, 1981:

Under Section (e), Promotion of the Health and Welfare of People:

"The rapid rate of social change, economic instability, current energy problems increase the need for expanded programs of research and Extension in family financial management, housing and home energy consumption, food preparation and consumption, human development (including youth programs), and development of community services and institutions."

Section 1404, Definitions, includes the following amendment to the Act of 1977:

"(1) Amending paragraph (8) to read as follows:

The term 'food and agricultural sciences' means basic, applied, and developmental research, Extension, and teaching activities in the food, agricultural, renewable natural resources, forestry, and physical and social sciences, **in the broadest sense of the terms,** including but not limited to, activities relating to:

(a) agriculture, including soil and water conservation and use, the use of organic waste materials to improve soil tilth and fertility, plant and animal production and protection, and plant and animal health;

(b) the processing, distributing, marketing, and utilization of food and agricultural products;

(c) forestry, including range management, production of forest and range products, multiple use of forest and rangelands and urban forestry;

(d) aquaculture;

(e) home economics, including consumer affairs, food and nutrition, clothing and textiles, housing, and family well-being and financial management;

(f) rural community welfare and development;

(g) youth development, including 4-H clubs;

(h) domestic and export market expansion for United States agricultural products; and

(i) production inputs, such as energy, to improve productivity."

land-grant institutions have bought into the values of agribusiness, he maintains, especially those of mechanization, efficiency, and money. The result for Hightower has been "a radical restructuring" of rural and urban America, agriculture becoming so capital intensive that smaller operators have been squeezed out. **Hightower argues that Extension has become the handmaiden of large companies, preoccupied with efficiency, production, and sales. Thus CES has largely forgotten its mandate to serve rural people—small farmers, families, consumers, and particularly the rural poor.**

Given such criticism and the general broadening of Extension programs we have already reviewed, Congress itself became involved in the controversy. In the 1977 Food and Agriculture Act, Congress mandated a comprehensive evaluation of Cooperative Extension and, in 1981, the General Accounting Office (GAO) published its report to Congress, titled *Cooperative Extension Service's Mission and Federal Role Need Congressional Clarification*. In contrast to

A Sampler of Current State Extension Mission Statements

Maine: "The mission of the Cooperative Extension Service is to enable Maine people to acquire the knowledge, attitudes, skills, and aspirations needed to direct their own lives, manage their personal and shared resources, and cooperate with others to influence the course of social, economic, and cultural changes. CES fulfills its mission through its informal educational activities, providing research-based information and a problem-solving process to meet mutually agreed-upon needs."

Missouri: "The University Extension mission is to extend the educational resources and knowledge base of the University to the people of Missouri. Extension is an integral function of the entire University and includes cooperative extension and continuing education."

Montana: "The Cooperative Extension Service is charged with disseminating useful information to citizens throughout the state, and assisting them in applying the information to the everyday problems and concerns of man. From the beginning, Extension's mission has been problem-oriented, rather than credit-oriented, education."

North Carolina: "The mission of the North Carolina Agricultural Extension Service is to disseminate and encourage the application of research-generated and practical knowledge to develop life skills for individuals, families, communities, and business. Extension carries out this mission by having local people help plan, implement, and evaluate programs that directly affect their welfare."

Vermont: "The mission of the University of Vermont Extension Service is to improve the quality of life for Vermonters."

Washington: "The five-part mission of Cooperative Extension is to assist the people of Washington State in making informed decisions through research- and experience-based educational programs, to improve agriculture and natural resource management, to improve capabilities of individuals and families, to aid communities in developing and adapting to changing conditions, and to provide developmental opportunities for youth."

Wisconsin: "The mission of the Cooperative Extension Service is the education of Wisconsin citizens through extension of the research and knowledge base of the University system, the land-grant system, and the U.S.D.A. . . .

"CES's ultimate goal is achieved when citizens gain a better understanding of the problems they face in their families, jobs, farms, businesses, and communities, and when they apply knowledge that helps them solve those problems."

Hightower's specific criticisms, the GAO calls attention to Extension's general diversity: CES is "active in rural, urban, and suburban communities and includes programs in social and economic problems and cultural, recreational, and leisure-time activities." **Its recommendations to Congress are far-reaching, urging an updated mission statement, a review of the federal partner's role in providing national direction to the Extension program, a clear definition of Extension's proper audiences and programs, and a more adequate and consistently implemented system for planning, evaluation, and accountability.**

In 1984, in this climate of probing inspection and recommendation, a study appeared that, according to one reviewer, "just may be the most important book on the Cooperative Extension Service ever published." Paul Warner and James Christenson of the University of Kentucky, supported by grants from the ES-USDA and the Ford Foundation, published *The Cooperative Extension Service: A National Assessment*, "the first comprehensive nationwide public assess-

ment'' of CES. This wide-ranging book, based on a random national survey of the American public, provides a touchstone for Extension today, and the authors raise the most critical questions as the debate continues. Noting that ''Extension is drifting in the winds of conflicting expectations and changes in resource allocation,'' Warner and Christenson (1984, pp. 146–147) urge rational policy considerations that will ''chart a course'' for CES, and enhance its relevance to a changing society:

> Extension has been and continues to be an important information agency and stands at a crossroads in this evolving age. Either Extension can anticipate such changes and be an important agent of change, or it can ignore them and be dragged ''kicking and screaming'' into the information age. Extension can shape its own destiny, or it can allow its future to be molded by others.

That is the challenge—to us as Extension staff members, most especially, and to those involved in Extension and to decisionmakers at all levels. And it provides an extraordinary opportunity to participate in the continuing reinvention and recreation of Cooperative Extension.

Extension education was born out of people's need for information and intelligence in their pursuit of life's basic and higher necessities—food, clothing, shelter, health, comfort, self-esteem, independence, cooperation, and fulfillment. Cooperative Extension grew out of the nation's need for a well-fed, well-supplied, happy, and self-governing people. Today, at a crossroads, CES must heed those essential human values as it seeks to stay true to the people by transforming itself in the context of society's transformation.

We in Extension might ask ourselves: what needs today are as fundamental to the lives of people as the needs that created Cooperative Extension?

Or think of it in another way: if the Smith-Lever Act were written today, what should it say?

Aspects of Extension's Transformation

What is happening and what will happen in and to Extension are many internal and external events, some small, some large and widely influential, but all working to redefine and recreate the organization. Here are a few of the major forces we see at work:

1. A New Call for a Revitalized Land-Grant Institution, Redirected Toward Its Original Mission.

Many educational leaders, in recent speeches and papers, have begun to call attention to the drift away from the land-grant mission. Some of the chief critics have included Russell G. Mawby, Board Chairman and Chief Executive Officer of the W. K. Kellogg Foundation, which has acted over the years as a major private contributor to land-grant institutions and Extension, in particular. In his 1983 Seaman A. Knapp Memorial Lecture, titled ''Agricultural Scotoma: A Limiting Vision of the Future,'' Mawby used the disease, scotoma—a dimness of vision, a blind or dark spot in the visual field—as a way to describe the land-grant system's resistance to launching new initiatives in areas of ''current vital public concern.'' Norman A. Brown, former Director of Extension in Minnesota and currently president of the Kellogg Foundation, also voiced his concern about ''Revitalizing the Land-Grant University,'' in an address to the American Association of Adult and Continuing Education (AAACE) in late 1985. Daniel G. Aldrich, Jr., former Chancellor of the University of California, Irvine, argued in his 1985 Justin Smith Morrill Memorial Lecture that the land-grant institutions need to attract the very best students to meet the challenges to agriculture and natural resources in the twenty-first century. Aldrich also spoke eloquently of Extension's need to tap *all* the colleges and departments of the modern land-grant institution for the good of its programs.

In a highly influential paper, G. Edward Schuh, Head of the University of Minnesota's Department of Agricultural and Applied Economics, deplored the land-grant faculty's swerve away from a mission orientation—addressing the real problems of people—to a discipline orientation—pursuing basic research without regard for its relevance to people's lives. Schuh called for a new sense in the land-grant institution of its essential role.

Finally, Frank Newman, president of the Education Commission of the States, pointed out in a 1985 Convocation Address at the University of Maine in Orono that the land-grant institutions recently have tried to imitate the very university model that they were created to differ from. He charged that the lure of basic research and professional recognition has turned the land-grant faculty away from applied research, and that all parts of the system have become complacent, no longer providing leadership where new ideas are badly needed—in businesses, families, and public policy. Newman pointed out three specific areas that the land-grant institutions must address for the twenty-first century. Since all are of crucial importance for Cooperative Extension, we list them here, with examples:

- **Fundamental economic changes as the old American industrialism is replaced by a service and information economy, as the international economy increasingly influences every part of American life, and as the revolution in technology affects the quality of our knowledge, relationships, and ability to understand and solve problems.**

How, Newman asks, can the land-grant institutions help to create new jobs in entrepreneurial spheres? Do we encourage creativity and risk taking?

- **More sophisticated state and local governments, with far wider issues and responsibilities than they have had to deal with in the past, and an increasing need for improved decisionmaking at all levels.**

Land-grant faculties have been too fearful or confused about their institutions' role in debate, desiring to give answers rather than facilitate the problem-solving process. The university can have a major impact on public decisionmaking.

- **More, and more complex, social and environmental issues.**

Newman notes the revolutionary changes in the family, including, for example, the fact that in the mid-1980's, 650,000 babies were born to unwed American teenagers; and major environmental issues raised by toxic waste and nuclear waste problems. How can the land-grant institution help the public address these complex issues?

2. A Major Effort to Increase Cooperative Extension's Accountability

Responding to the portion of the 1977 Farm Bill in which Congress mandated a national evaluation of Cooperative Extension, the Extension Committee on Organization and Policy (ECOP) named a task force that created a new nationwide system for Extension's planning and reporting in 1981. The ensuing *Report of the National Task Force on Extension Accountability and Evaluation* (1981) is briefly summarized in the paragraphs that follow.

The Accountability and Evaluation (A&E) System represents Extension's effort to plan educational programs that address high-priority needs of people, particularly those in which genuine change will occur. Rather than hold a formal planning process each year, as CES used to do, the A&E system builds a four-year planning cycle based on major programs in the states. All Extension staff members contribute to the process, which includes the views of county, state, and federal partners; professionals; lay citizens; and county boards and advisory groups. The four-year plans focus Extension's attention on priorities over

Who Are Extension's Clients?

Who uses Extension? Paul Warner and James Christenson (1984), in *The Cooperative Extension Service: A National Assessment*, offer some surprising facts about Extension clients from their 1982 survey of a random sample of Americans. Here are highlights of their findings on this question.

- Twenty-seven percent (nearly 22 million families) of the **households** in the U.S. have used CES directly;
- Sixty-four percent of Extension's clients live in **metropolitan areas;**
- Extension serves a larger *proportion* of those who live in **rural areas and small towns (42 percent) than it does those who live in large cities (23 percent);**
- Twenty-eight percent of Extension's clients are age 30–39, 40 percent are age 40–64;
- Sixty-two percent of Extension's clients are female;
- **Racially, 94 percent of Extension's clients are white; only 4 percent are black, 1 percent each Hispanic and native American**;
- Forty-five percent of Extension users have finished **high school**, 32 percent are **college graduates**, and 18 percent hold **graduate degrees**;
- In 1981, 62 percent of Extension's clients had contact with us about agriculture; 43 percent reported contact about **home economics**; 28 percent were in **4-H/youth programs**, and 21 percent in **community development programs**; and
- Ninety-nine percent of Extension's clients had received some **printed material**, over 90 percent had heard Extension information on the **radio** or watched programs on **television**, and 39 percent had attended an Extension **workshop or meeting.**

Reflecting on these and other data from their survey, the authors draw inferences and generalizations that have been embraced by some Extension people and hotly disputed by others. Here is one such generalization (Warner and Christenson, 1984, p. 66):

"Extension clientele are predominately middle class. They are middle to upper income, high school and college educated, white, married, employed, and homeowners. The study of use patterns indicates an underrepresentation among Extension clientele of: the poor, single, divorced, separated/widowed persons; those with less educational attainment; the unemployed, retired, or students; and renters. . . . The underrepresentation of nonwhites has already been noted. In short, Extension seems to reach the vast white, stable, middle segment of Americans."

As for Extension's future directions, these authors go on to raise important questions (Warner and Christenson, 1984, p. 71):

"The issue is whether the organization has drifted too far away from its target audience as traditionally defined or whether it has too long hung onto a rural and farm clientele group that is diminishing in numbers and influence."

several years at a time, and also focus the public's eye on our most important efforts.

The A&E system also features annual "accomplishment" reports collected at county, state, and federal levels. These reports are based on credible efforts to evaluate the major programs. They bolster Extension's accountability to the extent that they contain accurate information and emphasize the changes in people and the impact of our programs on their lives.

Finally, Extension's A&E system includes "impact studies" at the state and national levels. Each state commissions or conducts a limited number of major, sophisticated program evaluations during each four-year period, so that the public may become increasingly aware of Extension's impact in especially significant programs in each state. National impact studies, commissioned by the ES-USDA, feature the work and successes of Extension across the nation, and are distributed at all levels for public understanding and support.

With the A&E system, a process Extension is still perfecting, a national Extension data base has become available to every staff member. Using a microcomputer and a modem, any Extension educator can learn, within minutes, about programs, materials, and contact persons in the whole spectrum of Extension's activities, anywhere in the nation.

3. Parallel Efforts to Increase the Public's Understanding and Recognition of Cooperative Extension

All across the nation, the Cooperative Extension System is engaged in defining itself for public recognition. Through self-study, defining who we are and what we do, and then through creative techniques designed to build a coherent image and wider visibility, many states are actively "marketing" Extension. Logos, new letterhead designs, slogans, and a heightened sensitivity to Extension's image in the public's eye have all resulted from the political climate in which we find ourselves—close scrutiny of our operations and impact because we use public funds.

At the federal level, ES-USDA has developed the first national Extension logo. All the partners use it as a primary way to give national identity to the Cooperative Extension System. Its triangular shape and three-part motif emphasize the unique CES partnership.

4. A New Effort to Reestablish Linkage and Cooperation Between Extension and Research

In 1984 and 1985, no fewer than six studies of the agricultural system recommended closer ties between research and Extension education. Claude Bennett, Evaluation Specialist in ES-USDA, reviewed in 1986 the various recommendations of those studies and, focusing primarily on Extension's agricultural program area, developed a new model of Extension programming and its relationships with research and commercial technology.

A little background may be helpful here. Since the 1950s, or earlier, Cooperative Extension has used two very different and frequently conflicting program development models. One of them, the "technology transfer model," starts with research priorities and discoveries, then moves into demonstrations of new practices and technologies for Extension clients. This model has the advantage of keeping Extension closely tied to research as an integral part of the land-grant system. Its disadvantages are that Extension too easily can become dependent on research rather than on people's real needs, and that long-range program planning too easily can be ignored.

The other program development model, the adult education model, begins from a much broader foundation that includes available research, but emphasizes the needs of people and the potential impact of a program on their lives. For Extension as a whole, the adult education model has been dominant for the past three decades, at least, and Extension staff members in all program areas have used this model extensively. Its advantages are that it begins where the people are and involves them as participants in the educational process. Its primary disadvantage is, in Bennett's words, that it tends to "imply that Extension is wholly autonomous" from research and business technology, rather than recognizing its legitimate relationships with them.

How can we combine and reconcile these two incongruous views of Extension work?

Bennett's answer lies in a new model, the **Technology Complex for Agriculture and Related Areas,** in which he attempts to preserve and combine the best parts of the other two models. In the process, research organizations would be more thoroughly influenced by Extension priorities, so that land-grant and commercial research priorities would be based on the views of Extension clients to a much greater extent than they have been. On the other side, Extension would make available to research organizations its wide network of relationships with clients and other agencies, focusing its own priorities through two lenses—research findings and the influence of clients.

With this new model for Extension's work, in at least some program areas, Bennett hopes to effect a closer relationship between Extension and the research community by emphasizing Extension's long-standing strength, the ability to "work in the middle," so to speak, linking the land-grant institution and other resources with the people, where they live.

5. Calls for New Approaches to Extension's Publics and Program.

Two Extension publications, distributed systemwide just as this Module went to press, may prove to have a major impact on Cooperative Extension in the years ahead. One is the report of the Futures Task Force to ECOP, titled *Extension in Transition: Bridging the Gap Between Vision and Reality* (Gaessler, 1987). Based primarily on five major hearings across the nation, the Task Force points out some of Extension's strengths and limitations, and announces a powerful set of recommendations about Extension's future. Here are a few of the 32 recommendations:

- We must restate Extension's mission, and reemphasize our dedication to improving people's lives as a nationwide university/college-based educational organization.
- We must widen our access to all the resources of the land-grant institution that bear on our programs.
- We must work toward greater organizational flexibility—in the sources of our funding, the allocation of staff, and the use of contracts to secure new resources.
- We should continue to place Extension staff members in the counties, and increase staff development efforts in anticipatory planning, programming, and interpersonal skills.
- Our programs should be derived from the "compelling issues facing people," rather than from a hidebound commitment to traditional audiences and program areas. We should organize "limited-term, issue-oriented, interdisciplinary teams" to develop new, broader program responses to those "compelling issues."

To offer guidance about developing programs in response to issues, ECOP also authorized an unpublished "working paper" on **issues programming** (Dalgaard, 1988). The author sets out, in some detail, **a new approach to Extension education, a new paradigm of Extension program development.**

Issues programming reorients our vision as Extension educators. Instead of identifying primarily with a discipline, a program area, a special audience, or even a particular way to deliver programs, we begin by taking a broad view of where the people are, and what is affecting them. Extension staff members and members of the wider public work together to identify the major issues; develop priorities that Extension can best address; and build a program response in an **interdisciplinary** fashion.

The implications of the new paradigm of issues programming are important. Al-

Extension's Growth, 1914–Present

The figures in Table 1 illustrate, by category, the growth of Extension's professional staff throughout its history to the present time. The table is adapted and updated from Warner and Christenson (1984, p. 13), *The Cooperative Extension Service*.

Number of Extension Personnel by Type, 1914–1986

Year	Directors and Administrators	State Specialists	Leaders and Supervisors	Area Agents[a]	County Agents	Total
1914	50	221	112	0	1,237	1,620
1918	115	512	575	0	5,526	6,728
1928	106	1,004	376	0	3,675	5,161
1938	131	1,551	493	0	6,507	8,682
1948	159	1,933	596	0	8,785	11,473
1958	217	2,554	754	0	11,124	14,649
1968	295	3,850	695	0	10,220	15,606
1978	487	3,410	696	732	11,342	16,667
1982	507	3,706	651	629	11,240	16,733
1986	601	4,322	602	619	10,375	16,519

Source: Data for 1914–1982: U.S. Department of Agriculture, 1980a:30 and Explanatory Notes, Science Agriculture Administration 1984 Budget, 1983.
Data for 1986: Office of Personnel Management, ES-USDA.

[a]The category of Area Agent was not used prior to 1969.

though the paradigm may appear new in some respects, it is radical in the sense that it takes us back to the roots of Extension education—renewing Frank Lever's broad vision when he said that Extension educators must "assume leadership in every movement, whatever it may be, the aim of which is better farming, better living, more happines, more education, and better citizenship" (Bliss et al., 1952).

A consensus may well be forming about future direction of Cooperation Extension—a consensus outlined in broad brush strokes at the moment, yet certain to be filled in with details and specifics as Extension turns and reorders its priorities.

6. A Major Effort in Extension Staff Development

What may well be the first comprehensive national Extension staff development program has just been developed for use in all the states and territories. In fact, you are holding a part of the program in your hands right now!

Supported by a major grant from the W. K. Kellogg Foundation, the program, *Working With Our Publics: In-Service Education for Cooperative Extension*, consists of more than 100 contact hours of educational activities in seven topics essential to Extension work. The program is arranged in seven modules, each distinct enough to be offered by it-

self, but together forming a comprehensive program of conferences and workshops so that Extension professional staff members can further develop their capacity to assist clients in decisionmaking.

Because decisionmaking is a universal human need, and the decisionmaking process is ultimately what Extension education seeks to develop, *Working With Our Publics* may involve any or all of Extension's program areas. The seven modules are thus applicable to professional staff members at all levels.

Under the general leadership of Extension at North Carolina State University and a national ECOP task force, Extension staff members in eight states have developed the seven modules listed here:

Module 1: Understanding Cooperative Extension . . . . . Maine

Module 2: The Extension Education Process . . . . . North Carolina

Module 3: Developing Leadership . . . . . Missouri

Module 4: Situational Analysis . . . . . Wisconsin

Module 5: Working with Groups and Organizations . . . . . Iowa

Module 6: Education for Public Decisions . . . .Montana and Washington

Module 7: Techniques for Futures Perspectives . . . . . .New York

Working With Our Publics promises to receive widespread use throughout Extension, and to become an important influence on the most important resource Extension has—its professional staff.

The Extension Organization and Its Staff Today

Cooperative Extension has come a long way since those exciting early days when Seaman Knapp and his agents were learning how to encourage people to change by involving them in the change process. Extension today is an established confederation of agencies, a vast network of local, state, and federal offices, with a professional staff totaling more than 16,000 people. Moreover, we are rooted in much larger social and institutional networks that include the USDA and other government departments, the land-grant system of higher education, local government and service agencies, and a host of other state, national, and international organizations, both public and private.

And yet, for all Extension's size and complexity, it is an organization that responds to change, has the opportunity for continual self-renewal, and depends for that renewal on the initiative of its staff.

As an organization, Extension has sustained its unique partnerships so that today, as in most of its history, program directions and initiatives arise primarily at the local level, among the people themselves. Congress, the federal Extension System, the state Extension office, the college or university president, and the county staff and executive committee—all have a legitimate role in determining program priorities and directions, and a dynamic tension among the partners helps to ensure mutual agreement. Yet the first place in Extension is the county, the level at which the action usually begins, and the most frequent site of Extension's educational work.

That reality offers Extension professional staff members a special privilege and an essential responsibility. The privilege is to "hustle among the people," as Seaman Knapp used to say, to undertake with them the genuinely noble work of helping people help themselves by encouraging their growth in knowledge,

What Extension Volunteers Say About Extension Staff Members

Asked to describe the most effective staff member with whom they had worked, randomly selected volunteers gave these answers:

- "Excellent. Very professional, very easy to deal with, easy to talk to. You know where you're at all the time."
- "Kind, understanding, supportive. She was a tremendous leader."
- "She has a real sense of people and a real good sense of humor."
- "He was dynamic and energetic. He developed a one-on-one relationship. He expected reports and was very direct when the need arose."
- "There are two people in the office up there that work with 4-H. Their friendly, helpful attitudes are the best. They're not negative. They're optimistic and really positive thinking."
- "They make you feel good about whatever you're doing. They show you a better way without putting you down."
- "Her openness to you. She's very supportive. She gives you confidence that you can do it."

And asked to describe **the least effective Extension agent they had worked with,** a few volunteers gave the following descriptions:

- "The agent who tries to do it all himself or herself, and not involve leaders."
- "They do not have a way of dealing with people. They like their ideas and are not likely to consider other suggestions."
- "The staff member was ineffective because he tried to do too many things and didn't do any of them well. He seemed to lack focus and direction."
- "Incompetence and lacking honesty. Telling one thing and doing something else."

Source: "Implications of Volunteerism in Extension," University of Wisconsin-Madison *Newsletter* (September, 1985).

and their abilities in decisionmaking and problem solving. The responsibility is to contribute to the continual recreation of Extension by self-development, by staying alert to people's needs in the context of social and economic trends, by sharing in decisions about program priorities, and by discovering new challenges and opportunities in Extension work.

For those who give their best, Extension education holds many rewards.

The Public Agenda Foundation sponsored a 1983 study to identify the top 10 qualities people want in a job today. These were (Naisbitt and Aburdene, 1985):

1. Work with people who treat me with respect;
2. Interesting work;
3. Recognition for good work;
4. Chance to develop skills;
5. Working for people who listen if you have ideas about how to do things better;
6. A chance to think for myself rather than just carry out instructions;
7. Seeing the end results of my work;
8. Working for efficient managers;
9. A job that is not too easy; and
10. Feeling well-informed about what is going on.

Experience suggests that Cooperative Extension already offers many of these rewards and, in principle, can offer all of them. Because Extension educators form a *professional staff* rather than just a body of workers, staff members can participate in organizational change that will help to realize those psychic qualities—personal growth, recognition, autonomy, participation, challenging work, effective management, and information.

We might well add another quality to that list: a professional life in balance with an enriching personal life. Extension work can become overwhelming, particularly for new staff members, and, as in other people-centered vocations, Extension educators need to guard against "burnout." One notable characteristic of successful Extension educators is their ability to balance the various aspects of their lives, finding opportunities for personal growth and expression in their vocation and avocations alike. That ability is learned over time, and the learning takes some experimenting and, often, some discomfort. But Extension provides a set of values about working with people educationally that also can promote a professional staff member's survival skills.

Ten Guiding Values of Extension Education

We do not presume to know what Extension's opportunities will be in the future, but knowledge of what has contributed to Extension's remarkable success in the past provides some guidance for staff members who want to further the organization's mission, as well as survive and thrive in their work. To that end, we offer the following ten guiding values of Extension education:

1. Know Thyself

Extension educators are agents of learning, growth, and change. The staff's deepening self-knowledge is the primary source of Extension's vision and energy.

2. Extension's Mission: Helping People Help Themselves

For all its diversity, Extension education always works to encourage people to improve their condition in all dimensions of their lives. As Seaman Knapp said to the first Extension agents: "Your mission is to make a great common people and thus readjust the map of the world."

3. Extension's Goal: Human Development

The development of people is the ultimate goal of Extension education. Providing research-based information, teaching people new knowledge and skills, helping them to improve production or increase income—all these are means toward that end, and means only.

4. Extension's Methods: Encouraging Change in Many Ways

The Smith-Lever Act requires more than information transfer. It calls on Extension to "encourage the application" of useful and practical information. Extension work is most successful when it involves learners in its programs so thoroughly that they set their own goals, apply new ideas, and receive feedback from others about their progress.

Extension does not dictate how people will solve problems, or make decisions for them. Rather, it fosters the democratic ideal of self-governance by encouraging each person or group to choose the best among a variety of options.

The methods of Extension education arise from proven principles, and the most effective Extension educators know and use a variety of teaching methods.

5. Extension's Methods: An Emphasis on Working With Groups

Working with groups rather than simply with individuals is more cost-effective, allows more creativity, and encourages democratic processes.

6. Extension's Methods: Helping Clients Become Volunteers

Helping learners become volunteer educators has at least two significant effects. For the learner, it reinforces learning and encourages leadership development; for Extension, it multiplies the outreach and impact of the Extension professional.

7. Extension's Organizational Strategies: Self-Review and Risk Taking

Extension renews itself continually by reviewing its purpose and priorities. When faculty members take risks with new or expanded publics, and with new or rediscovered educational methods, Extension grows and maintains its relevance to the needs of people.

8. Extension's Organizational Strategies: Involving People Lessens Risk

Risk-taking needs to be considered realistically. When people at all levels are involved, the greater are the chances of overcoming resistance and ensuring success.

9. Teamwork Is Effective

Extension unit members all share responsibility for the unit's educational program. Therefore, time and energy devoted to team development make for effective development and coordination of Extension programs.

Far from diminishing individual initiative, teamwork requires each team member to contribute ideas, feelings, and skills in an atmosphere of mutual respect and open communication. Cooperation can achieve complex goals more creatively and more easily than individuals alone can do.

10. Public Support Is Essential

County, state, higher education, and federal officials need to stay informed about Extension's efforts and impact. Many indicate their desire to be involved by joining an advisory or program-planning group, by attending educational activities, or simply by visiting an Extension client or family. It is best not to ignore Extension's sponsors or to assume they know what we do.

A Final Word

We conclude this discussion of Cooperative Extension's remarkable history and current issues with the words of Perry Clark, an Extension lay leader in Maine. Asked recently what message he would like to give to the Extension staff, he thought a moment and then made the following statement. It strikes us as being what Extension education is finally all about:

> My message to Extension people is that what they're doing is really important in ways they are never going to really know. What they are doing is educating people, giving people the potential to live and the resources to meet their potential. When you help somebody to know something that he or she didn't know before, then that person has more potential.
>
> I mean, you're helping people to express themselves, live better lives, and feel better about themselves in the sense that they feel more powerful. Education is important because it allows people to meet their fullest potential, and Extension agents do that.—Perry Clark, Cape Elizabeth, Maine

Glossary

Definitions of various terms frequently used in Module 1 are offered here.

Clients: those whom Extension serves through education—adult learners, 4-H youth, adult volunteer leaders—all those who plan and participate in Extension's educational programs.

Educational activity: part of an Extension program, planned and conducted to meet stated objectives; a nonformal (noncredit) event such as a meeting, field day, workshop, consultation, media program, presentation, discussion, and so on; also may be applied to other program delivery methods, such as newsletters and correspondence courses.

Extension education program, or (simply) program: an off-campus, nonformal (noncredit) educational effort guided by specific objectives and including activities and events that are planned, conducted, and evaluated for their impact on participants' learning needs; usually sustained over a period of time.

Extension educators: professional employees of the state Extension service of the land-grant institution and the Extension Service-USDA.

Extension partnership: the unique tripartite organizational structure of the Cooperative Extension System, including the federal partner (ES-USDA), state partners (Extension services, units of land-grant colleges and universities), and local partners.

Land-grant college/university: an institution of higher education sustained and supported by the Morrill Acts of 1862 and 1890, and expanded by the Hatch Act of 1887, the Smith-Lever Act of 1914, and subsequent legislation.

Nonformal education: out-of-school, noncredit education formats; the essential form of Extension education.

Paraprofessionals: paid educational and organizational aides who work on specific assignments and are supervised by Extension educators.

Volunteers: unpaid lay and professional persons who offer their services in support of the CES organization and its educational programs, often taking on the role of educator under the supervision of professional Extension educators.

1890s and Tuskegee University: the historically black land-grant institutions in 16 southern states.

Acronyms

Like any other large organization, Cooperative Extension has developed its share of acronyms. Here is a list of those commonly used in and around CES.

A&E—Accountability and Evaluation System

AES—Agricultural Experiment Station (in some states, Agricultural Extension Service, the state partner)

ANR—Agriculture and Natural Resources (program areas)

AP—Agricultural Programs

ASCS—Agricultural Stabilization and Conservation Service, USDA

CARET—Committee for Agricultural Research, Extension, and Teaching

CE—Cooperative Extension (state partner)

CES—Cooperative Extension System (national system); also formerly used for Cooperative Extension Service (state partner)

CR/EEO—Civil Rights/Equal Employment Opportunity

CRD—Community Resource Development (program area)

ECOP—Extension Committee on Organization and Policy

EFNEP—Expanded Food and Nutrition Education Program

ES—Extension Service, USDA

ESCOP—Experiment Station Committee on Organization and Policy

FmHA—Farmers Home Administration, USDA

HEHN—Home Economics and Human Nutrition

NARS—Narrative Accountability Reporting System (national on-line data base for program plans and accountability reports)

NASULGC—National Association of State Universities and Land-Grant Colleges

PDEMS—Program Development, Evaluation, and Management Systems (administrative unit of ES)

POW—Plan of Work (four-year planning document)

RC&D—Resource Conservation and Development

RICOP—Resident Instruction Committee on Organization and Policy

SCS—Soil Conservation Service, USDA

SE—Science and Education (division of USDA that administers ES)

USDA—United States Department of Agriculture

Project 2

Five Priority Issues

List, define, and describe the five priority issues you have identified from your conversations. Bring the list to the workshop with the rest of your Learners' Packet.

Issue	Comments
1.	
2.	
3.	

continued

Five Priority Issues (continued)

Issue	Comments
4.	
5.	

Project 3

Interview Note Sheet

Use this sheet for notes on your interviewee's responses to these questions and any others you may want to ask. Bring this sheet to the workshop!

1. Tell me about yourself (background, education, career interests).

2. How did you first become involved with or in Extension?

3. What was the organization like when you first worked with or in Extension?

4. What brought you the most satisfaction from your Extension work?

continued

Interview Note Sheet (continued)

5. I would like to know what you think is important about several aspects of the CES as an organization:

   Its place in the land-grant institution.

   Its three-way partnership—county, state, and federal partners.

   Its methods of setting priorities and developing programs.

   Its impact on individuals, families, and communities.

6. From your viewpoint, what are the two or three most important contributions Extension has made to the county or state?

7. What would you like to see Extension do in the future?

8. What advice would you like to give me, personally, as a relatively new Extension staff member?

Project 4

Assessments of Professional Orientations and Competencies

Self-Assessment Instrument
Part I: Professional Orientations

NAME _____

DATE _____

Instructions

Ten categories of professional orientation are assessed in the 40 statements in Part I. Read each statement, then indicate which of the two alternative endings is more characteristic of you. The forced choices may occasionally be frustrating, but they will yield useful information by way of helpful insights about yourself. The results of your choices will be displayed on 10 scales that, together, will provide personal profiles of your style in Extension work—profiles subject to your own interpretation and judgment.

Each item in Part I has two different ending statements. Complete every item by rating how *characteristic of you* the different statements are. Use the following rating scale:

5 = completely characteristic
4 = considerably characteristic
3 = somewhat characteristic
2 = somewhat uncharacteristic
1 = considerably uncharacteristic
0 = completely uncharacteristic.

Remember that, for each item, you will have a total of five points to be distributed between each of the two alternatives. For example, you could respond to item 1 in any of the following combinations:

(1) If A is completely characteristic of your feelings or opinions and B is completely uncharacteristic, write a "5" in the box under A and a "0" under B, as shown:

A	B
5	0

(2) If A is considerably characteristic of you and B is somewhat characteristic, write a "4" in the box under A and a "1" under B, as shown:

A	B
4	1

(3) If A is only slightly more characteristic of your feelings or opinions than B is, write a "3" in the box under A and a "2" under B, as shown:

A	B
3	2

(4) You may use each of the three combinations in the converse order. For example, if you feel that B is slightly more characteristic of you than A is, put a "2" under A and a "3" under B, as shown:

A	B
2	3

and so on, for A=1, B=4, or A=0, B=5.

Use only whole numbers, and be sure that the numbers you give to each pair add up to equal "5." Generally, try to relate each statement to your own personal feelings or opinions—**there are no "right" or "wrong" answers.** Take as much time as you need; there is no time limit.

continued

1. Effective Extension work depends primarily on	**A**	**B**
A. my knowledge of my subject matter.	☐	☐
B. my ability to work with people.		
2. My highest priority in Extension is	**C**	**D**
C. developing and conducting programs with client groups.	☐	☐
D. being available to clients who call or come to the office.		
3. I do my best Extension work by	**E**	**F**
E. delegating program tasks to volunteers.	☐	☐
F. taking charge of program tasks myself.		
4. In programming, what appeals to me more is	**G**	**H**
G. staying with a proven program.	☐	☐
H. starting up a new program.		
5. Starting up a big project, I work best by	**I**	**J**
I. influencing my co-workers to become involved.	☐	☐
J. developing the plans myself.		
6. When it is time to report my programming to public officials,	**K**	**L**
K. I feel uncomfortable; the attention bothers me.	☐	☐
L. I want to let them know what has happened.		
7. My first goal as an Extension professional is to	**M**	**N**
M. produce results; get the job done.	☐	☐
N. build good relationships with my clients.		
8. I am more comfortable and self-confident when	**O**	**P**
O. others "own" a program along with me.	☐	☐
P. I am "in charge" and can shape a program myself.		
9. As an Extension educator, I see my major role as	**Q**	**R**
Q. teaching people what I know about my field.	☐	☐
R. helping people clarify their needs.		
10. I work best when my supervisor	**S**	**T**
S. does not give me directions.	☐	☐
T. lets me know what I should be doing.		
11. My primary goal for professional improvement is to	**A**	**B**
A. keep up to date in my discipline.	☐	☐
B. develop my skills in the Extension education process.		
12. I am at my best as an educator when	**C**	**D**
C. I am leading a group of clients in a meeting.	☐	☐
D. I am consulting with one client in my office.		
13. When I am working with volunteers in a program, my goal is to	**E**	**F**
E. help them become effective educators.	☐	☐
F. give them the opportunity to handle logistical tasks.		
14. Faced with all the changes in today's world, Extension needs	**G**	**H**
G. the security and support of traditional programs and clients.	☐	☐
H. the challenge and innovation of new programs and clients.		

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15. **Working on a project with other staff members** . . . . . I J
I. gives me a lot of satisfaction.
J. often is not worth the hassle.

16. **If a person is being insensitive or offensive, I am likely to** . . . . . K L
K. let it be; avoid an argument.
L. let that person know how I feel.

17. **In meetings, what counts is whether or not** . . . . . M N
M. we accomplish the task, regardless of our relationships.
N. we establish good relationships, postponing the task.

18. **When things are not planned and become confusing** . . . . . O P
O. I "stay loose" and let a direction emerge naturally.
P. I am uncomfortable and strive for clarity.

19. **The best way to begin developing a program is** . . . . . Q R
Q. to check out the latest research findings.
R. to talk with people about their major concerns.

20. **When I am involved in a complex political situation,** . . . . . S T
S. I can manage best on my own.
T. I look to Extension's policies for guidance.

21. **Working with clients, I am most effective when** . . . . . A B
A. I really feel like an expert in the topic.
B. I can rely on my skills in listening and clarifying.

22. **With a day free to do Extension work my own way, I would rather** . . . . . C D
C. lead a workshop.
D. consult with clients individually.

23. **The more I delegate responsibilities to volunteers,** . . . . . E F
E. the better it is for the whole program.
F. the more difficult it is to ensure success.

24. **When it comes to taking a major personal risk, I am likely to** . . . . . G H
G. avoid it because of the possibility of failure.
H. take it because of the possibility of success.

25. **If I really wanted to accomplish something worthwhile, I would** . . . . . I J
I. gather a group of co-workers to work on it together.
J. do it myself.

26. **When telling a legislator about a successful program** . . . . . K L
K. I feel intimidated and would rather avoid the meeting.
L. I feel confident and look forward to it.

27. **When conflicts arise among lay leaders, it is best to** . . . . . M N
M. avoid the conflicts and concentrate on the task at hand.
N. postpone the task and rebuild relationships.

28. **When leading a complex and confusing discussion, I would** . . . . . O P
O. summarize all viewpoints and ask the group how to proceed.
P. restate the best opinion and rally support for it.

29. The content and methods of program activities are best decided	Q	R
Q. by Extension staff, based on our professional expertise.	☐	
R. by staff and clients together, based on mutual consent.		☐
30. When starting a new program, I like it best when	S	T
S. clients and I develop the program from scratch.	☐	
T. my program leader offers me a program to deliver.		☐
31. Extension's greatest strength lies in	A	B
A. our scientific knowledge and technology transfer capability.	☐	
B. our ability to support people's growth and change.		☐
32. When clients will not attend public meetings, I am inclined to	C	D
C. redouble my efforts to involve people.	☐	
D. rely more on newsletters and one-on-one contacts.		☐
33. When I am responsible for a program, my goal is to	E	F
E. encourage volunteers to take charge of it.	☐	
F. make sure I stay in charge of it.		☐
34. When sensitive or controversial issues arise, I would rather	G	H
G. avoid the risk of public involvement with them.	☐	
H. develop forums for public discussion of them.		☐
35. Asking a co-worker for help on a program is	I	J
I. easy and natural for me.	☐	
J. difficult for me.		☐
36. When I have been responsible for a successful program,	K	L
K. I find it difficult to take credit.	☐	
L. I enjoy telling others about it.		☐
37. My experience in Extension meetings leads me to conclude that	M	N
M. our biggest problem is inefficiency.	☐	
N. our relationships as people are our greatest strength.		☐
38. When group members cannot seem to agree on anything, I would	O	P
O. help them through the process until a consensus forms.	☐	
P. help them by making the decision myself.		☐
39. As an educator, I influence people best by	Q	R
Q. telling them what an authority says about a subject.	☐	
R. asking them to set their own goals and make their own plans.		☐
40. If I could change my situation in Extension in one way, I would	S	T
S. want more freedom and independence from authority.	☐	
T. want more help and guidance from administration.		☐

Part II: Professional Competencies

Rating Scale: Please use the following scale to rate your present competence in each item.
1 = Not competent at present
2 = Marginally competent, but want to improve
3 = Adequately competent
4 = Highly competent
X = Insufficient experience to assess my competence.
[*Please note:* You may find many areas to increase your knowledge or skills, especially if you are new to Extension. That's all right—do not expect too much of yourself! As much as possible, avoid using "X" in your responses.]

Self-Awareness	**Rating**
1. Understand my needs, feelings, and self-interests, and how they influence my behavior	_____
2. Am aware of my cultural, political, and gender-role biases, and how they affect my behavior	_____
3. Recognize my areas of vulnerability and defensiveness, and how they influence my behavior	_____
4. Am aware of the extent of my knowledge in various subject-matter areas	_____

Knowledge of Extension	**Rating**
5. Understand the broad mission of Cooperative Extension, in the land-grant institution context	_____
6. Am aware of the Extension federal-state-county partnership and its implications for relationships in program development and funding	_____
7. Understand the roles and responsibilities of agents, specialists, and administrators in CES	_____
8. Am aware of the Extension education or program-building process	_____
9. Understand the Extension Accountability and Evaluation system	_____
10. Understand CES affirmative action goals in all areas of Extension work	_____

Interpersonal Awareness and Communication Skills	**Rating**
11. Show warmth and affection openly and constructively toward others	_____
12. Use my anger constructively	_____
13. Disclose my vulnerability, when appropriate	_____
14. Recognize the value of cultural and other differences among my co-workers and clientele	_____
15. Listen attentively, encouraging others by asking questions and active listening	_____
16. Express my feelings and beliefs clearly and nonjudgmentally	_____

continued

Leading and Facilitating Groups **Rating**

17. Use a variety of methods for helping groups work more effectively on their tasks and relationships . . . . . _____
18. Create a learning climate that encourages openness and trust among group members . . . . . _____
19. Understand the problem-solving process and facilitate group problem identification and the development of creative solutions . . . . . _____
20. Present theory and practical skills with organization, clarity, and interest . . . . . _____
21. Use a variety of audiovisual aids . . . . . _____
22. Incorporate a variety of methods in my presentations, such as skits, games, role-plays, and simulations . . . . . _____
23. Encourage clients' feedback on the value and effectiveness of learning activities. _____
24. Know and practice the principles of adult learning . . . . . _____

Writing for Popular and Professional Audiences **Rating**

25. Know how to translate scholarly and technical language into clear, accurate, popular English . . . . . _____
26. Develop lively, interesting articles for Extension newsletters and fact sheets . . . _____
27. Write friendly, clear letters when advising a client about a problem . . . . . _____
28. Know how to organize and present written project proposals and program reports . . . . . _____
29. Write a clear, concise Plan of Work that includes a situation statement, measurable learning objectives, an action plan, and evaluation strategy . . . . . _____

Developing Programs **Rating**

30. Use a variety of methods of determining and analyzing educational needs . . . . . _____
31. Understand the techniques for setting priorities among many different educational needs . . . . . _____
32. Help individuals and groups identify their learning objectives . . . . . _____
33. Know and use a broad range of designs for educational activities, based on participants' needs and learning styles . . . . . _____
34. Understand the importance of program evaluation and make use of various evaluation techniques . . . . . _____

Managing and Administering Office and Programs **Rating**

35. Know and use a range of supervisory styles appropriate to the individuals and situations . . . . . _____
36. Build good working relationships with volunteers and employees . . . . . _____
37. Conduct formal and informal performance evaluations, encouraging self-evaluations as a significant aspect of the process . . . . . _____
38. Develop clear job descriptions for volunteers and employees, and use them for effective recruitment and supervision . . . . . _____
39. Recognize and use a variety of time management techniques . . . . . _____
40. Build a spirit of teamwork and shared responsibility among employees and volunteers with whom I work . . . . . _____

Peer Assessment of Professional Orientations and Competencies

NAME OF EXTENSION EDUCATOR
REQUESTING YOUR RATING: _____

PEER RATER: _____

DATE: _____

The person named here will be participating in an Extension staff development workshop. As part of the preparation activities, this person is completing an assessment process aimed at identifying his or her professional orientation and current competencies in Extension education, as well as areas of needed further growth and development.

An important aspect of this assessment process is the perspective that a professional colleague can provide. Please be candid in your assessment. Your perceptions will be helpful as your co-worker identifies developed and underdeveloped skills needed in Extension education. Your response will be particularly helpful, if you would be willing to discuss it with your colleague later. This assessment instrument is *solely* for this person's use; it is meant to be seen by no one besides the two of you.

Please return the completed assessment form to the person you are assessing. Thank you.

Part I: Professional Orientations

Instructions

Ten categories of professional orientation are assessed in the 40 statements in Part I. Read each statement, then indicate which of the two alternative endings is more characteristic of the person you are assessing. The forced choices may be frustrating, but they will yield useful information by way of helpful insights about your co-worker.

Each item in Part I has two different ending statements. Complete every item by rating *how characteristic of this person* the different statements are. Use the following rating scale:

5 = completely characteristic
4 = considerably characteristic
3 = somewhat characteristic
2 = somewhat uncharacteristic
1 = considerably uncharacteristic
0 = completely uncharacteristic.

Remember that, for each item, you will have a total of five points to be distributed between each of the two alternatives. For example, you could respond to item 1 in any of the following combinations:

(1) If A is completely characteristic of her or his feelings or opinions and B is completely uncharacteristic, write a "5" in the box under A and a "0" under B, as shown:

A	B
5	0

(2) If A is considerably characteristic of this person and B is somewhat characteristic, write a "4" in the box under A and a "1" under B, as shown:

A	B
4	1

(3) If A is only slightly more characteristic of her or his feelings or opinions than B is, write a "3" in the box under A and a "2" under B, as shown:

A	B
3	2

(4) You may use each of the above three combinations in the converse order. For example, if you feel that B is slightly more characteristic of this person than A is, put a "2" under A and a "3" under B, as shown:

A	B
2	3

and so on for A = 1, B = 4, or A = 0, B = 5.

Use only whole numbers, and be sure that the numbers you give to each pair add up to equal "5." Generally, try to relate each statement to the person's own feelings or opinions, as you perceive them—**there are no "right" or "wrong" answers.** Take as much time as you need; there is no time limit.

continued

1. This person believes that effective Extension work depends primarily on her or his	**A**	**B**
A. knowledge of subject matter.	☐	☐
B. ability to work with people.		
2 This person's highest priority in Extension is	**C**	**D**
C. developing and conducting programs with client groups.	☐	☐
D. being available to clients who call or come to the office.		
3. He or she believes that the best Extension work occurs by	**E**	**F**
E. delegating program tasks to volunteers.	☐	☐
F. taking charge of program tasks oneself.		
4. In programming, what appeals to this person more is	**G**	**H**
G. staying with a proven program.	☐	☐
H. starting up a new program.		
5. When starting up a big project, he or she typically	**I**	**J**
I. influences co-workers to become involved.	☐	☐
J. develops the plans on her or his own.		
6. When it is time to report about programs to public officials, he or she seems to	**K**	**L**
K. feel uncomfortable; the attention seems bothersome.	☐	☐
L. want to let them know what has happened.		
7. Her or his chief goal as an Extension professional is to	**M**	**N**
M. produce results; get the job done.	☐	☐
N. build good relationships with clients.		
8. This person appears more comfortable and self-confident when	**O**	**P**
O. others "own" a program along with her or him.	☐	☐
P. he or she is "in charge" and can shape a program alone.		
9. He or she sees the major role of an Extension educator as	**Q**	**R**
Q. teaching people about her or his field.	☐	☐
R. helping people clarify their needs.		
10. This person works best	**S**	**T**
S. with little or no supervision.	☐	☐
T. with clear guidance and direction.		
11. Her or his primary goal for professional improvement is to	**A**	**B**
A. keep up-to-date in a discipline.	☐	☐
B. develop skills in the Extension education process.		
12. He or she is most effective as an educator when	**C**	**D**
C. leading a group of clients in a meeting.	☐	☐
D. dealing with one client in the office.		
13. Working with volunteers in a program, her or his goal is to	**E**	**F**
E. help them become effective educators.	☐	☐
F. give them the opportunity to handle logistical tasks.		

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14. Faced with all the changes in today's world, this person prefers	**G**	**H**
G. the security and support of proven programs and clients.	☐	☐
H. the challenge and innovation of new programs and clients.		
15. When working on a project with other staff members, he or she	**I**	**J**
I. enjoys it and receives satisfaction.	☐	☐
J. finds it often is not worth the "hassle."		
16. If a person is being insensitive or offensive, this person	**K**	**L**
K. avoids an argument or conflict.	☐	☐
L. lets that person know how he or she feels.		
17 In meetings, this person is oriented toward	**M**	**N**
M. getting the task accomplished.	☐	☐
N. developing the quality of relationships among people.		
18. When things are not planned and become confusing, he or she	**O**	**P**
O. "stays loose" and lets a direction emerge naturally.	☐	☐
P. becomes uncomfortable and strives for clarity.		
19. This person believes that the best way to begin developing an educational program is to	**Q**	**R**
Q. check out the latest research in the subject.	☐	☐
R. talk with people about their major concerns.		
20. When involved in a complex political situation, this person	**S**	**T**
S. manages best by using her or his own judgment.	☐	☐
T. looks to Extension's policies for guidance.		
21. When working with Extension clients, he or she is most comfortable when taking the role of	**A**	**B**
A. expert in the subject.	☐	☐
B. facilitator and discussion leader.		
22. This person's natural or chosen style of doing Extension work would be to	**C**	**D**
C. lead a workshop.	☐	☐
D. consult with clients individually.		
23. This person prefers	**E**	**F**
E. involving volunteers to help develop a program.	☐	☐
F. planning and conducting a program herself or himself.		
24. When it comes to taking a major personal risk in work, he or she is more likely to	**G**	**H**
G. avoid it because of the possibility of failure.	☐	☐
H. take it because of the possibility of success.		
25. When attempting a major project, this person would	**I**	**J**
I. gather a group of co-workers to work on it together.	☐	☐
J. work on it alone.		
26. When telling a legislator about a successful program, he or she would	**K**	**L**
K. feel intimidated and would rather avoid the meeting.	☐	☐
L. feel confident and look forward to it.		

27. When conflicts arise among lay leaders, this person would	**M**	**N**
M. ignore the conflicts and concentrate on the task at hand.	☐	☐
N. postpone the task and rebuild the leaders' relationships.		
28. When leading a complex and confusing discussion, he or she is likely to	**O**	**P**
O. summarize all viewpoints and ask the group how to proceed.	☐	☐
P. restate the best opinion and rally support for it.		
29. He or she seems to think that program activities are best decided	**Q**	**R**
Q. by Extension staff, based on professional expertise.	☐	☐
R. by staff and clients together, based on mutual consent.		
30. When planning a new program, he or she would rather	**S**	**T**
S. work with clients to develop the program from scratch.	☐	☐
T. take a developed program suggested by a program leader.		
31. This person believes that Extension's greatest strength lies in	**A**	**B**
A. its scientific knowledge and technology transfer capability.	☐	☐
B. its ability to support people's growth and change.		
32. If clients did not attend public meetings, this person would	**C**	**D**
C. redouble efforts to involve more people.	☐	☐
D. rely more on newsletters and one-on-one contacts.		
33. When responsible for a program, her or his goal is to	**E**	**F**
E. encourage volunteers to take charge of it.	☐	☐
F. make sure he or she stays in charge.		
34. When sensitive or controversial issues arise, this person tends	**G**	**H**
G. to avoid the risk of public involvement with them.	☐	☐
H. to take the lead in encouraging public discussion of them.		
35. For this person, asking a co-worker for help on a program seems	**I**	**J**
I. easy and natural.	☐	☐
J. difficult.		
36. After a successful program, he or she	**K**	**L**
K. finds it difficult to take credit.	☐	☐
L. enjoys telling others about it.		
37. Her or his behavior in Extension planning meetings suggests a belief that . . .	**M**	**N**
M. Extension's biggest problem is inefficiency (too many cooks).	☐	☐
N. relationships as people are Extension's greatest strength.		
38. If group members did not agree on anything, this person would	**O**	**P**
O. enjoy helping them work through the process.	☐	☐
P. become frustrated and tense.		
39. This person believes that the best way to educate people is to	**Q**	**R**
Q. tell them what an authority says about a subject.	☐	☐
R. ask them to set their own goals and make their own plans.		
40. In her or his Extension work, this person would rather have	**S**	**T**
S. more freedom and independence from authority.	☐	☐
T. more help and guidance from administration.		

Part II: Professional Competencies

Your perceptions of this person's developed skills and areas for further growth will be helpful as he or she undertakes a self-assessment. Please use the following scale to rate the current, *demonstrated* competence of the person on each item. Use the "X" rating as sparingly as possible.

1 = Not competent in this area at present
2 = Marginally competent, but has potential to improve in this area
3 = Adequately competent at present
4 = Highly competent now in this area
X = Insufficient experience with this person to make an assessment

Self-Awareness	**Rating**
1. Understands own needs, feelings, and self-interests, and how they influence her or his behavior	_____
2. Is aware of cultural, political, and gender-role biases and how they affect her or his behavior	_____
3. Recognizes areas of vulnerability and defensiveness and how they influence her or his behavior	_____
4. Is aware of the extent of his or her knowledge in various subject-matter areas	_____

Knowledge of Extension	**Rating**
5. Understands the broad mission of Cooperative Extension in the land-grant institution context	_____
6. Is aware of the Extension federal-state-county partnership and its implications for program development and funding	_____
7. Understands the roles and responsibilities of agents, specialists, and administrators in CES	_____
8. Understands the Extension education or program-building process	_____
9. Understands the Extension Accountability and Evaluation system	_____
10. Understands CES affirmative-action goals in all areas of Extension work	_____

Interpersonal Awareness and Communication Skills	**Rating**
11. Shows warmth and affection openly and constructively toward others	_____
12. Uses his or her anger constructively	_____
13. Discloses her or his vulnerability, when appropriate	_____
14. Recognizes the value of cultural and other differences among co-workers and clientele	_____
15. Listens attentively, encourages others by asking questions and active listening	_____
16. Expresses feelings and beliefs clearly and nonjudgmentally	_____

continued

Leading and Facilitating Groups	Rating
17. Uses a variety of methods for helping groups work more effectively on their tasks and relationships	_____
18. Creates a learning climate that encourages openness and trust among group members	_____
19. Understands the problem-solving process and facilitates group problem identification and the development of creative solutions	_____
20. Presents theory and practical skills with organization, clarity, and interest	_____
21. Uses a variety of audiovisual aids	_____
22. Incorporates a variety of methods in his or her presentations, such as skits, games, role-plays, and simulations	_____
23. Encourages clients' feedback on the value and effectiveness of learning activities	_____
24. Knows and practices the principles of adult learning	_____

Writing for Popular and Professional Audiences	Rating
25. Knows how to translate scholarly and technical language into clear, accurate, popular English	_____
26. Develops lively, interesting articles for Extension newsletters and fact sheets	_____
27. Writes friendly, clear letters when advising a client about a problem	_____
28. Knows how to organize and present written project proposals and program reports	_____
29. Writes a clear, concise Plan of Work that includes a situation statement, measurable learning objectives, action plan, and evaluation strategy	_____

Developing Programs	Rating
30. Uses a variety of methods of determining and analyzing educational needs	_____
31. Understands the techniques for setting priorities among many different educational needs	_____
32. Helps individuals and groups identify their learning objectives	_____
33. Knows and uses a broad range of designs for educational activities, based on participants' needs and learning styles	_____
34. Understands the importance of program evaluation and makes use of various evaluation techniques	_____

continued

Managing and Administering Office and Programs	Rating
35. Knows and uses a range of supervisory styles appropriate to the individuals and situation	_____
36. Builds good working relationships with volunteers and employees	_____
37. Conducts formal and informal performance evaluations, encouraging self-evaluations as a significant aspect of the process	_____
38. Develops clear job descriptions for volunteers and employees, and uses them for effective recruitment and supervision	_____
39. Recognizes and uses a variety of time management techniques	_____
40. Builds a spirit of teamwork and shared responsibility among employees and volunteers with whom he or she works	_____

Administration Manual for Self-Assessment and Peer Assessment Instruments

Overview

This Administration Manual accompanies the two components of the **Assessments of Professional Orientations and Competencies**: the Self-Assessment Instrument and the Peer Assessment Instrument. These complementary instruments provide two different perspectives on you as an Extension educator and each is, in turn, divided into two sections. The two-part Self-Assessment Instrument is designed to help you think about some important aspects of your personal attitudes, knowledge, and skills as an Extension educator.

Part I: Professional Orientations measures your work style preferences and orientations in the areas of educational style, working with others, and authority-security.

Part II: Professional Competencies measures your competence in the areas of (1) self-awareness, (2) knowledge of Extension, (3) interpersonal awareness and communication skills, (4) leading and facilitating groups, (5) writing for popular and professional audiences, (6) developing programs, and (7) managing and administering office and programs. Completing the Self-Assessment Instrument can help you identify your personal work style and characteristic responses to various situations, your proficiencies, and opportunities for further growth. *The assessment is not a test; there are no "right" or "wrong" answers. Rather, it can serve as part of a self-portrait, giving you an idea of where you stand today and where you might like to develop or "grow toward" in the future.*

The two-part companion instrument, the Peer Assessment, is designed for a co-worker in Extension to complete for you, to offer you the added perceptions about yourself that often come only from another person. The format and contents of the Peer Assessment are the same as those of the Self-Assessment, but the statements are couched in the terms of an outside assessor: "this person" rather than "you." The Peer Assessment will help you see yourself as another sees you. Naturally, your choice of the co-worker who will complete your Peer Assessment will depend on your having worked together for at least several months, and on your relationship. [*Note:* Although we encourage completion of both instruments before the upcoming workshop, you are free to ask a co-worker to complete the Peer Assessment Instrument at a later time.] After the co-worker has completed the Peer Assessment, it will be important to discuss together his or her perceptions and to understand your co-worker's responses and ratings.

The following sections of this Administration Manual provide instructions for analyzing and interpreting the instruments. Please keep two notes in mind as you use the Assessments:

Note 1: Your Preworkshop Packet includes an IBM-compatible software program on a floppy disk for both the Self-Assessment Instrument and the Peer Assessment Instrument. The software program handles the arithmetic to help you tally and analyze your profiles. Use the software program or the printed instrument and tally sheets, whichever you prefer.

Note 2: Please complete the entire Preworkshop Packet and bring it with you to the workshop on "Understanding Cooperative Extension." At the workshop, you will have the opportunity to discuss your results with other participants.

Tally Sheets and Profile for Part I: Professional Orientations

Your responses, and those of your co-worker, to the 40 items in Part I will suggest your profile in 10 categories of work style preferences that are especially significant to your work as an Extension educator.

These 10 categories reflect your preferences in three major profiles: Educational Style, Working With Others, and Authority-Security. Once you have completed the Self-Assessment Instrument, two tasks remain. You must tally your responses and analyze what they tell you about your work style preference profiles.

In the Self-Assessment Instrument, you responded to 40 work considerations, distributing 5 points between the two alternatives listed for each item. Thus, you made a total of 80 responses. In Part I of the Peer Assessment, your co-worker was asked to make the same kinds of responses, depending on her or his perceptions of you. The Tally Sheets in this section will enable you to calculate your and your co-worker's "scores" for your professional work style orientations in the categories that comprise the three profiles. These profiles, and their component categories, are explained in the section of this manual on "Interpreting Your Profiles."

How to Tally Responses

Go back to the Self-Assessment and the Peer Assessment Instruments and total the scores given to each of the eight letters under "Educational Style": A, B, C, D, O, P, Q, R. Each assessment instrument has four of each of these letters. For example, the answer choices are A-B for Questions 1, 11, 21, and 31. Enter the total scores in the Self or Peer column of the corresponding boxes on the Tally Sheet. For example, when you total your "A" scores to Questions 1, 11, 21, and 31, you find your score on the "A" orientation (Subject Matter) and you enter this number in the "Self-A" box. By totaling your co-worker's "A" scores, you find the number to be entered in the "Peer-A" box. Remember that you had five points to distribute between the two alternatives for each item. This means that each pair of total scores in the Self column ("Self-A" box plus "Self-B" box) should total 20: 5 points times 4 items. The same is true for the "Self" column.

Moving From Scores to Profiles

To determine your "Educational Style" profile, use the scores for each letter under the "Educational Style" categories in the "Self" column to plot your Self profile, by placing dots at the appropriate points on the "Educational Style" circle and then connecting the dots with lines. Do the same thing with the Peer scores, using a different color or type of line so that you can distinguish the Self and Peer profiles. This will give a direct comparison of your and your co-worker's perceptions to be used later in discussion.

Repeat this procedure for the remaining two profiles, "Working With Others" and "Authority-Security." The notes in the next section will help you consider the meanings of your profiles.

Tally Sheet for Education Style

		SELF	PEER
Subject Matter			
A.	Self (1____, 11____, 21____, 31____)	A = _____	_____
	Peer (1____, 11____, 21____, 31____)		
Process Skills			
B.	Self (1____, 11____, 21____, 31____)	B = _____	_____
	Peer (1____, 11____, 21____, 31____)		
Working With Groups			
C.	Self (2____, 12____, 22____, 32____)	C = _____	_____
	Peer (2____, 12____, 22____, 32____)		
Working With Individuals			
D.	Self (2____, 12____, 22____, 32____)	D = _____	_____
	Peer (2____, 12____, 22____, 32____)		
Ambiguity, Diversity			
O.	Self (8____, 18____, 28____, 38____)	O = _____	_____
	Peer (8____, 18____, 28____, 38____)		
Certainty, Control			
P.	Self (8____, 18____, 28____, 38____)	P = _____	_____
	Peer (8____, 18____, 28____, 38____)		
Teaching, Authoritative Style			
Q.	Self (9____, 19____, 29____, 39____)	Q = _____	_____
	Peer (9____, 19____, 29____, 39____)		
Questioning, Involving Learners			
R.	Self (9____, 19____, 29____, 39____)	R = _____	_____
	Peer (9____, 19____, 29____, 39____)		

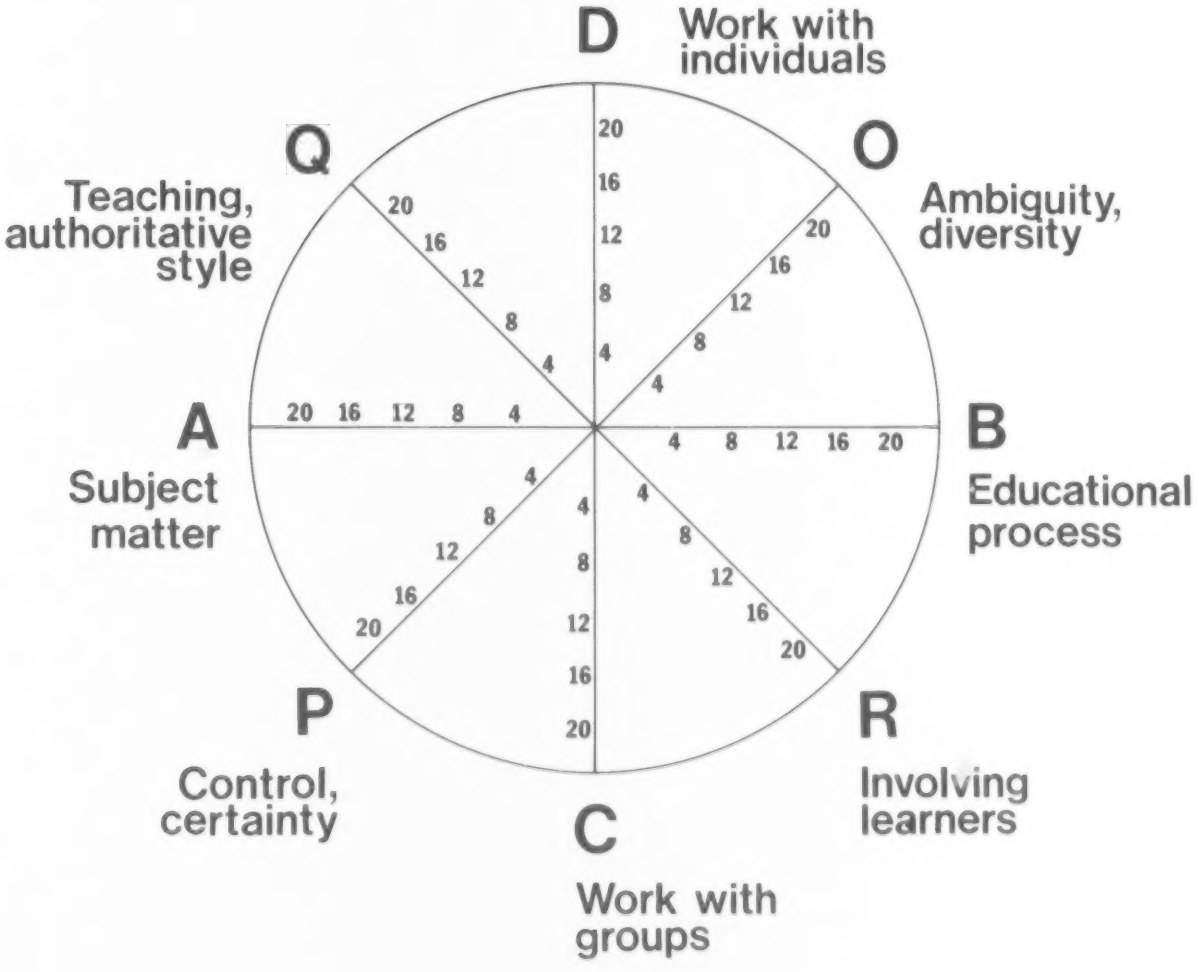

Figure 10. Educational style profile

Tally Sheet for Working With Others

		SELF	PEER
Delegating to Volunteers			
E.	Self (3____, 13____, 23____, 33____)	E = _____	_____
	Peer (3____, 13____, 23____, 33____)		
Relying on My Own Abilities			
F.	Self (3____, 13____, 23____, 33____)	F = _____	_____
	Peer (3____, 13____, 23____, 33____)		
Teamwork			
I.	Self (5____, 15____, 25____, 35____)	I = _____	_____
	Peer (5____, 15____, 25____, 35____)		
Working Independently			
J.	Self (5____, 15____, 25____, 35____)	J = _____	_____
	Peer (5____, 15____, 25____, 35____)		
Task-Oriented			
M.	Self (7____, 17____, 27____, 37____)	M = _____	_____
	Peer (7____, 17____, 27____, 37____)		
Relationship-Oriented			
N.	Self (7____, 17____, 27____, 37____)	N = _____	_____
	Peer (7____, 17____, 27____, 37____)		

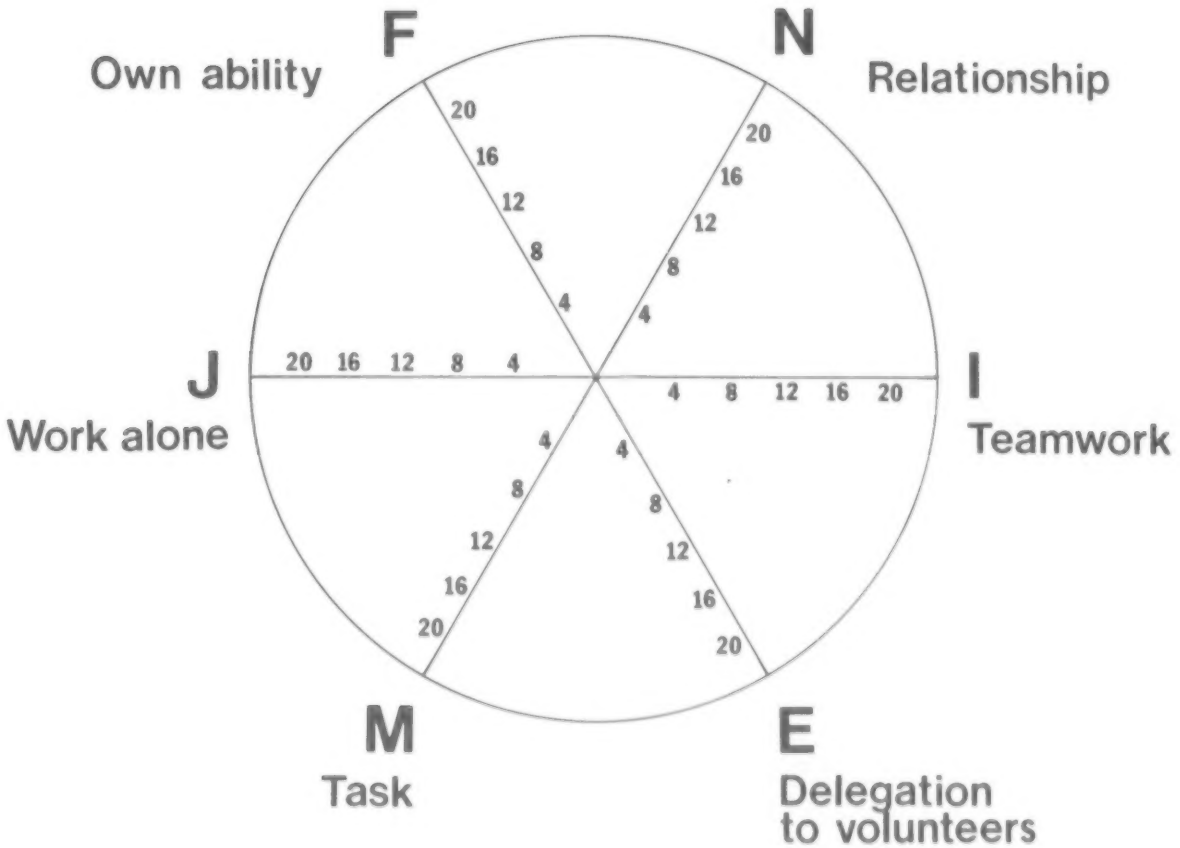

Figure 11. Working with others profile

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Tally Sheet for Authority-Security _____

		SELF	PEER
Security, Tradition			
G.	Self (4____, 14____, 24____, 34____)	G = _____	_____
	Peer (4____, 14____, 24____, 34____)		
Risk-Taking, Innovation			
H.	Self (4____, 14____, 24____, 34____)	H = _____	_____
	Peer (4____, 14____, 24____, 34____)		
Self-Effacing			
K.	Self (6____, 16____, 26____, 36____)	K = _____	_____
	Peer (6____, 16____, 26____, 36____)		
Assertive, Bold			
L.	Self (6____, 16____, 26____, 36____)	L = _____	_____
	Peer (6____, 16____, 26____, 36____)		
Freedom, Independence			
S.	Self (10____, 20____, 30____, 40____)	S = _____	_____
	Peer (10____, 20____, 30____, 40____)		
Guidance, Direction			
T.	Self (10____, 20____, 30____, 40____)	T = _____	_____
	Peer (10____, 20____, 30____, 40____)		

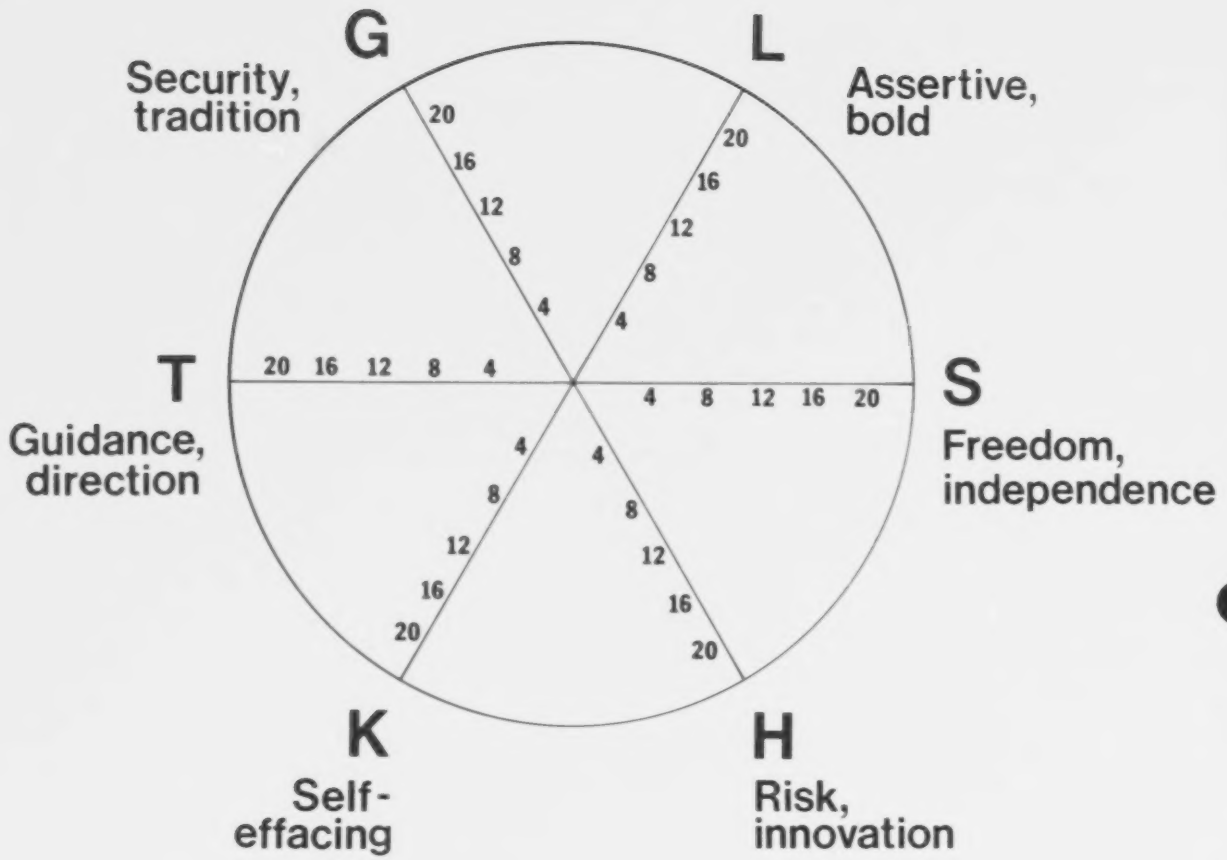


Figure 12. Authority-security profile

Interpreting Your Profiles

Notes on Professional Orientations

Each scale in the profiles contains a spectrum between opposite poles that mark different styles, values, personal inclinations or needs, and attitudes. Each scale is relevant to our work in Cooperative Extension, because our preferences in the various categories strongly influence our approaches to co-workers, to a variety of situations in our work, and to the educational mission of Extension.

Cooperative Extension is a complex organization with a broad, dynamic mission, and Extension work demands flexibility and a variety of work styles in its professional staff. A multifaceted group of professionals, the nationwide Extension staff gains its strength and energy for many tasks and projects from its rich diversity of skills, knowledge, styles, and personalities. So the point of this part of the assessment—finding our profiles within the three circles—is not to be in the "right place" or on the "right side"; the point is to be aware of our own preferences and orientations, each of us weighing our degree of comfort with where we find ourselves and, on that basis, deciding whether to broaden our approach to style as a way of continuing our own professional growth and enhancing our effectiveness as educators. In other words, all of us need to decide, within an Extension context, the proper interpretation of our profiles.

To sum up: there are legitimate differences among Extension professionals, and few if any absolutes when it comes to work style preferences. Knowing ourselves better and focusing on our own development as educators are strategic paths to successful Extension work.

Guidelines to Interpreting Profiles

Here are some general guidelines to interpreting the profiles:

A score of **16–20** suggests a **strongly marked preference** for a particular orientation or style. Depending on the category, your Extension responsibilties, and your experience, you may want to consider expanding your range and repertoire of styles to include new or underdeveloped approaches to Extension work.

A score of **12–15** demonstrates a **preference** for a particular style or approach, but suggests that your skills or comfort levels in a category are flexible. You might question whether you want to intensify that preference, or moderate it by developing skills or attitudes on the other side of that scale.

A score of **7–11** suggests either that you have a well-developed range of styles and are comfortable in many different situations, or that you are ambivalent about the styles in a category and have no preference, or that your preference depends on the specific situation in which you find yourself. In short, each of us needs to decide what a midrange score means on any specific scale.

A score of **0–6** suggests a **marked aversion** to a particular style. See the previous comments about a score of 16–20.

Professional Orientation Scales

What follows are comments on each of the 10 categories, grouped under the three separate profiles they comprise, in the context of Extension's educational and organizational values.

Educational Style

A-B: Subject Matter/Process Orientation (Items 1, 11, 21, 31)
Extension education arises from people's needs to learn and change. It is always *about something*—a topic, an issue, a skill or practice—and at the same time it aims at *encouraging change* in people's lives. If we rely too heavily on our own discipline, favorite topics, or even our as-

signed program area, we may unwittingly reduce Extension education to "information transfer" and miss the opportunity to work with people on their needs, their willingness to learn and change. On the other hand, relying too heavily on our ability to "work with people," we may lose connection with Extension's unique place in the land-grant institution and fall into strictly local relationships that are too comfortable. At either extreme, we lose effectiveness. Ideally, Extension education contains both orientations simultaneously.

C-D: Group/Individual Preference (Items 2, 12, 22, 32)
Your score in this category suggests your relative **comfort level** with groups and individuals. From the beginning, Extension has formed groups, held public meetings, and also sought out individual contact with clients. The issue is not what is "right"; rather, the issue involves the limits our preference imposes on us. If we choose to be available to clients in the office much of the time, we may risk falling into a passive "let me find the answer" type of Extension work; fail to take initiative with the public; and miss opportunities to form new groups of clients or use the powerful techniques of group process. At the same time, our individual contacts and relationships form the basis for a strong network of support for us, as individuals, and for Extension, in general. Everything here depends on our own candid assessment of what we may be missing as a result of our preference.

O-P: Control/Ambiguity Tolerance Orientation (Items 8, 18, 28, 38)
Extension education continually places us in situations in which our style in this category has definite ramifications—for us, clients, and the whole program. Needing clarity, planned events, and control, we may run through such a controlled agenda that we miss golden opportunities for teaching and learning about what is on the group's hidden agenda. We may become blind or deaf to spontaneous events. With a high tolerance for ambiguity and confusion, on the other hand, we may not give the guidance and direction the group needs for the best learning or decisionmaking. Ideally, perhaps, we would be relaxed and vigilant, fully prepared with a plan that includes unplanned activities, in control *and* flexible. This ideal is something to work toward.

Q-R Orientation to Learners (Items 9, 19, 29, 39)
The polarities in our orientation to learners come from a long-standing Extension educational process and from the work of scholars in the field of adult education. Scoring a **16–20 in Q** (Certainty/Control), you are likely to have a strong grounding in a discipline; keep up with current findings; place a high value on the special authority of expertise; and develop programs emphasizing the accuracy and validity of the information you present. If you scored a **16–20 in R** (Questioning, Involving Learners), on the other hand, you are likely to develop programs starting with an interested group of learners; value the process of helping people identify their needs and goals more than delivering information; and place a high degree of trust in people's commitment to learning. You probably have similar scores in the first scale, Subject Matter/Process Orientation (A-B).

As a whole, Extension needs both orientations; we gain a unique strength among institutions of adult education from our research base in the land-grant system, and our success at influencing people educationally comes in great part because of Extension's commitment to involving learners, starting where they are. As individuals, we may take our cue from the wider organization and develop our abilities to appeal to different kinds of learners—those who want to be involved and contribute to the program, and those who respond best to authoritative information. Most important, we could consider the limits of our current preferences: what opportunities do we miss because of our own orientation to learners?

Working with Others

E-F: Orientation to Volunteers (Items 3, 13, 23, 33)
Ideally, we would like to be self-reliant and also rely fully on the volunteers who have given so much to their friends and communities through Extension. There may be subtle attitudes here, however. On one side, do we harbor a lingering elitist idea that education is best left to professionals? Or that success in a program depends on our own involvement at every step? On the other side, do we "use" volunteers rather than educate them? Or may we recruit volunteers to handle projects we are not fully committed to ourselves? If any of the scales has a bias, this one does because of Extension's long-standing record of helping people develop as leaders and volunteer educators. That value is woven firmly into the fabric of Extension education. The issue for us is not whether to delegate responsibility to volunteers; it is, rather, to know our motives for doing so, and to be clear about our goals for volunteer programs.

I-J: Orientation to Co-Workers (Items 5, 15, 25, 35)
This scale has aspects in common with the Orientation to Volunteers; both scales include issues of self-reliance, trust in others, sense of responsibility, and ability to involve and delegate to others. Orientation to Co-Workers focuses on preferences for developing programs as a member of an Extension staff or as an independent professional. Issues here involve, on the one hand, the extent to which we each need or value common ownership of programs, the experience of synergy (the force that remultiplies and transcends our power as individuals), mutual support, and diverse points of view; and on the other hand, the extent to which we need or value independent action, the sense of efficiency that can come from working alone, and the lack of complications that independent work can involve. A pivotal item in the assessment instruments for each of us may be 35, which points up our emotional response to the need for help from others.

M-N: Task/Relationship Orientation (Items 7, 17, 27, 37)
Ideally, of course, Extension works best when relationships develop and tasks are completed. But our preference here can tell us much about what we are likely to focus on in meetings; what others can expect us to be particularly sensitive to; and what contributions we typically can make to a group effort. If strongly oriented to the task, we may need to develop a greater tolerance for what we see as "inefficiencies" in the group process, and look for ways to learn from frustrating situations. If our orientation runs the other way, we could probably benefit from developing a more focused approach to the agenda at hand, and experiment with setting personal, task-oriented goals in the meetings we attend. Generally, wherever we find ourselves on this scale, we can all benefit from a deep respect for both these preferences when we are aware of them in ourselves and others.

Authority-Security

G-H: Risk/Security Orientation (Items 4, 14, 24, 34)
The world of financial management offers many investment options: "risk aversion," "prudent risk," and "aggressive risk." The world of Extension education needs and has all those styles in its staff, nationwide. But for us as individuals, it is useful to consider our own preferences between tradition and innovation, security and risk taking. Depending on our estimate of the climate or situation in which we find ourselves, the degree of support, and the depth of clientele need, we may want to look again at that controversial program idea, and find a way to launch it. What is the worst thing that could happen if we tried it? Can we live with the possibility of failure? Can we stretch ourselves into new territory, despite our anxiety?

Alternatively, do we throw Extension's traditions away in a dash for experimentation and newness? Do we thrive on drama and conflict for their own sakes?

Can we find in Extension's dynamic tradition a model of appropriate risk taking, based on our close contact with people, mutual determination of fundamental needs, and strong support from clients and co-workers?

K-L: Self-Effacement and Assertiveness Orientation (Items 6, 16, 26, 36)
The items in this category focus mainly on our level of comfort in taking credit for a job well done, and reporting our successes to Extension supporters. One item (16) refers specifically to our response to a conflict situation. The relatively sharp focus on reporting program successes makes this a scale specific to a certain kind of situation rather than a more general personality profile. Besides, modesty and boldness are both virtues, and we can be self-confident and self-effacing at the same time.

Several points are worth considering. If you find yourself on the self-effacement side (**16–20 in K**), you may want to consider ways to raise your level of comfort in contacts with officials, or perhaps find ways to compensate by, for example, asking an assertive co-worker to make the contact with you. If you have scored **16–20 in L**, it could be useful to question co-workers and others about their perception of your style; the Peer Assessment score on this scale may be helpful. When does assertiveness become brash, and boldness immodest?

Item 16, on your response to personal conflict, raises an issue central to working with others. The issue is not so much which choice you made—avoidance or confrontation—but your power to make either choice, depending on your view of the situation.

S-T: Independence/Authority Orientation (Items 10, 20, 30, 40)
The Independence/Authority items highlight our preferences about supervisory style, organizational policy, and program development—a wide range of situations. You may find it useful to check your choices in specific items.

Generally, both because Extension staff members are professionals and because our territory is far-flung, we thrive as a group with a minimum of supervision and policy pronouncement. Individually, however, you may find a preference for strong administrative guidance, or for more independence than you currently have. It is useful to confront such a preference squarely, see if you need to moderate it, and consider discussing the issue with your supervisor.

Item 30 calls for your preference between authority and independence in program development, and has something in common with the **G-H scale**, Risk/Security Orientation.

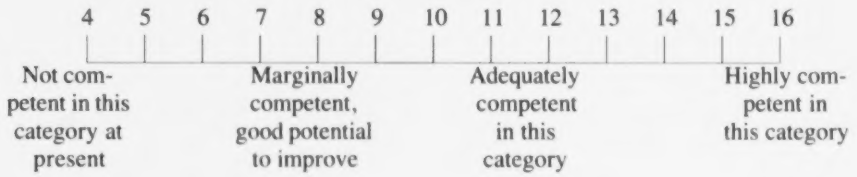
Tally Sheet for Part II: Professional Competencies

INSTRUCTIONS: Record your ratings from both the Self-Assessment and Peer Assessment on the appropriate lines below, and total the ratings in each category. Next, *circle* the number on the scale that corresponds to the total of your self-assessment in each category, and in another ink color, *circle* the number that corresponds to your peer assessment. You will then be able to compare your own and your peer's perceptions of your current competence in the seven general categories.

[*Note:* If you or your peer have used the "X" response for any of the items in a given category, do not total the ratings in that category. To do so would give a falsely deflated score.]

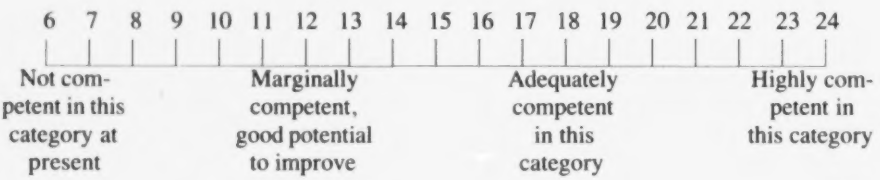
Self-Awareness

	SELF	PEER
1. Understands needs, feelings, self-interests	_____	_____
2. Aware of personal biases	_____	_____
3. Recognizes areas of vulnerability/defensiveness	_____	_____
4. Aware of subject-matter knowledge	_____	_____
TOTALS	_____	_____


4 5 6 7 8 9 10 11 12 13 14 15 16
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

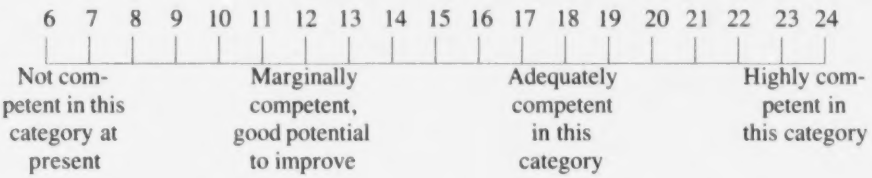
Knowledge of Extension

	SELF	PEER
5. Understands broad mission of CES	_____	_____
6. Understands CES partnership organization	_____	_____
7. Understands CES staff roles	_____	_____
8. Understands program-building process	_____	_____
9. Knows Extension A&E system	_____	_____
10. Understands affirmative-action goals in CES	_____	_____
TOTALS	_____	_____


6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

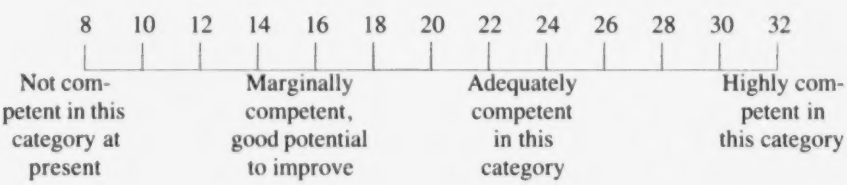
Interpersonal Awareness and Communication Skills

	SELF	PEER
11. Shows warmth and affection		
12. Uses anger constructively		
13. Discloses vulnerability appropriately		
14. Recognizes value of cultural differences		
15. Uses well-developed listening skills		
16. Expresses feelings and beliefs clearly		
TOTALS		


6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

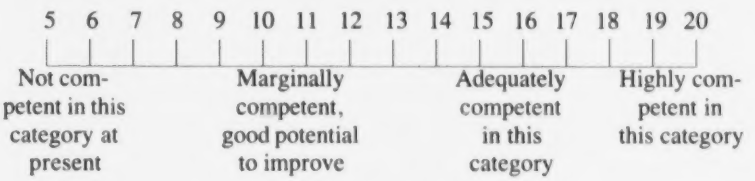
Leading and Facilitating Groups

	SELF	PEER
17. Uses variety of methods with groups		
18. Creates climate of trust in groups		
19. Understands and uses problem-solving process		
20. Presents theory/skills well		
21. Uses variety of audiovisuals		
22. Incorporates variety of methods in presentations		
23. Encourages feedback on learning activities		
24. Practices principles of adult learning		
TOTALS		


8 10 12 14 16 18 20 22 24 26 28 30 32
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

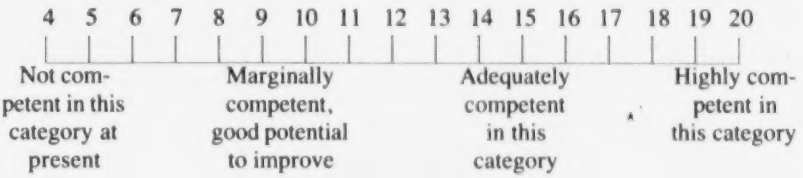
Writing for Popular and Professional Audiences

	SELF	PEER
25. Translates technical language into popular English	_____	_____
26. Writes interesting articles	_____	_____
27. Writes effective letters to clients	_____	_____
28. Writes effective proposals and reports	_____	_____
29. Writes concise, clear Plan of Work	_____	_____
TOTALS	_____	_____


5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

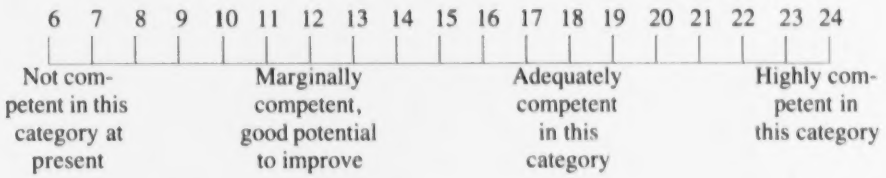
Developing Programs

	SELF	PEER
30. Uses variety of needs-assessment methods	_____	_____
31. Understands how to set program priorities	_____	_____
32. Helps clients identify own objectives	_____	_____
33. Uses variety of designs for learning activities	_____	_____
34. Uses variety of program evaluation methods	_____	_____
TOTALS	_____	_____


4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

Managing and Administering Office and Programs

	SELF	PEER
35. Uses range of supervisory styles		
36. Builds good relationships with employees/volunteers		
37. Conducts effective performance evaluation		
38. Develops clear job descriptions		
39. Uses variety of time-management techniques		
40. Builds team spirit		
TOTALS		


6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24
Not competent in this category at present
Marginally competent, good potential to improve
Adequately competent in this category
Highly competent in this category

Reflections

Your answers to the following questions can assist you in reflecting on the information suggested by the profile and tally sheets, and setting your professional development goals.

Part I: Profiles of Professional Orientations

As you begin, please review the notes on the profiles (Part I). Also, if you have questions or concerns about any of your peer's responses, it can be important to talk with that person to understand his or her perspective before continuing.

1. What major differences between your assessment and the peer assessment appear in your profiles? (Divergences of six points or more may indicate areas of special interest.)

2. What strengths and opportunities for growth do you see in your own tendencies and attitudes?

3. Are there categories in the profiles in which your place on the scale suggests the need for change? For example, you may not be comfortable with a **10** in one category, or a **17** in another category may suggest an unnecessarily strong preference.

Part II: Ratings of Professional Competencies

Turn now to your own and your coworker's ratings of your competencies in Extension work. Consider these questions.

4. Specific ratings (line-by-line items): In reviewing the ratings on the tally sheet, do you find areas of major differences (two points or more) between your ratings and your peer's?

5. Category ratings (totals): Do these general ratings show areas of major differences between your totals and your co-worker's?

6. Look at both your category total scores and scores on individual items that are particularly high or low in relation to others in the category. What appear to be your areas of strength? Areas for development?

And finally . . .

7. What goals do you want to set for your continuing professional growth?

8. Look back over the workshop objectives for Module 1 (in the Preworkshop Packet). With those in mind, and your reflections here, what specific personal goals do you want to set for the workshop?

Learners' Packet

Developed by: David R. Sanderson, Leader, Program Evaluation and Staff Development
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- Introductions and Icebreakers
- Sharing Expectations
- Wrap-Up, Housekeeping Announcements

Unit 2: What Is Cooperative Extension?
- Introduction
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- Building a Vision (Small group discussions)
- Sharing the Vision of Extension Work (Lecturette and discussion)

Unit 3: The Scope and Essence of Extension Education
- Introduction
- "Extension Today: Toward a Shared Understanding" (Videotape)
- What Is Extension Work? (Group discussion)

Unit 4: Personal Effectiveness in Extension Work
- Introduction
- Turning Problems Into Opportunities (Role-play, case studies)
- Extension and Me—How's the Fit? (Assessment discussions)
- "The Odd Octopus" (Discussion with slides or transparencies)

Unit 5: The Future of Cooperative Extension
- "Toward a Common Future" (Videotape)
- Extension Tomorrow (Small group discussions and reports)

Unit 6: Reflections, Evaluation, and Closure

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EXTENSION BINGO

The object is to fill as many of the squares as possible with names of other workshop participants: write in one name per square, and use each name just once.

has moved from another state to start this job.	has a youth education background.	was hired as a specialist.	has just graduated from college.
has an EFNEP program in their country.	was a 4-Her.	loves new challenges.	had to travel the least to get to the workshop.
has a home economics educational background.	had to travel the farthest to get to the workshop.	was hired as an agent.	has an agricultural educational background.
was hired as an administrator.	has previous job experiences.	loves to learn.	speaks two languages.

Get Acquainted Activity

Write your full name lengthwise down the left side of the page. Find as many people as possible whose names begin with any of the letters of your name. You may use their first, middle, or last names. Write the names across the page, beginning with the matching letter in your name. (To help identify workshop participants later, include their other names along with the name you use.) Try to find a name for every letter in your name.

Building a Vision of Extension (Small group discussion questions)

1. The U.S. was a largely agrarian society in the nineteenth century, an agrarian-industrial society in 1910, and increasingly an information-service society today. If at its birth Extension was responding to the educational needs of an agrarian society, what do you think we should respond to today?

2. An essential feature of Cooperative Extension is its place in the land-grant institution. Thinking back to your preworkshop interview, how would you describe the viewpoint of the person you interviewed as to

   a. How Extension benefits from its ties with the land-grant institution.

   b. How the land-grant institution benefits from Extension's outreach role.

3. What were the views of the person you interviewed about the significance of the Extension partnership in her or his own work or involvement with Extension? What benefits and problems do you see, in Extension's past or now, in the federal-state-county partnership?

4. Considering Seaman Knapp's demonstration method as the early, "pure" form of Extension education, what are the elements of the method that you see at work in our programs today?

   How does Extension make use of those elements in programs in a variety of program areas—4-H, natural resources, family living, community resource development, and agriculture?

5. Compare the advice given you by the person you interviewed with the advice Seaman Knapp gave the first agents. What similarities and differences do you find?

6. Among the people interviewed, especially those who have been or are now Extension professionals or volunteers, what do you find they have in common? Consider their motivation, their beliefs about Extension education, their ideas about the organization and its programs.

7. Some of the people you interviewed may have worked for Cooperative Extension a long time ago. Considering their era and Extension work then, and our own era and Extension today, do you think Extension today is as relevant to society's needs as it was then?

"Extension Today: Toward a Shared Understanding"

For your reference, we list the states and program topics depicted in the videotape, "Extension Today." The order follows that of the tape.

State	Program/Topic
Kentucky	Introduction to CES
Iowa	Forestry
Maine	Family budget—computer software
Arizona	4-H
Maryland	Soil conservation
Louisiana	Nutrition
New Mexico	Farms, livestock, sewing
Maine	Public policy forum (taxes)
Mississippi	4-H, farming, nutrition, butterflies
Illinois	Horse judging
Alaska	ATV safety
Hawaii	4-H carolers
Maine	Shellfish conference
Illinois	Farmer financing
Kentucky	University research to field
Mississippi	Crawfish harvest
Wisconsin	Cooking
Iowa	Tree planting
Kentucky	4-H
Hawaii	Hibiscus
Maine	Shellfish conference
North Carolina	Commercial agriculture
Alaska	Sea survival
Maryland	Water quality
Illinois	High-yield farming
Rhode Island	Nutrition
Mississippi	Farm and forestry groups
New Mexico	Extension agents
Florida	Satellite imaging
Maine	Rural leadership
Arizona	Tamale nutrition
Alaska	Gardening in snow
Mississippi	Fish farming
Mississippi/New Mexico	Teaching clips
Maine	4-H, home energy demonstration
Ohio	Urban gardening
Vermont	Home business conference
Oklahoma	Latchkey children's program
Arizona	Unemployment counseling

What Is Extension Work? (Questions for discussion)

1. Despite the obvious diversity in the programs on the videotape, "Extension Today," what are common threads that seem to run through them?

2. If you knew nothing about Extension except impressions you had gained from the video collage, what adjectives would you use to describe the organization behind the programs?

3. If you were a member of the public, a taxpayer, what would be your impression of an organization that conducts such a wide array of programs?

4. From everything you have gathered so far—from the preworkshop interview, the essay, and the two videotapes you have seen here—are there fundamental principles of good Extension work that can be stated?

5. One observer noted that Extension's major strength is "the perception, at least among its own clients, that while government is something out there somewhere, Extension is local and responsive." (DeMarco in Warner and Christenson, 1984, p. 10) Do the programs highlighted in the videotape reflect this perception? If so, in what ways?

Situation for Role-Play Exercise

In your local community, there are many sources of change in family life and many groups that place demands on the Extension staff. Cindy Sears, Extension Agent, receives a call from a county commissioner who is concerned that child abuse is a problem among welfare families in his town. The commissioner is interested in providing them with information and education that will reduce abuse among the families. The Extension executive board or council approves all new Plan of Work items. Cindy has asked the program subcommittee chairperson of the executive board to place this item on its agenda. There are five people on this subcommittee. They are:

1. Cindy Sears — Extension agent who was approached by the commissioner. To prepare for her presentation, Cindy has spoken to key agencies in the county to verify the commissioner's concern. She has not been surprised to learn that the problem is not limited to welfare families but is prevalent in the upper- and middle-income families as well. Cindy feels that this is a project in which Extension should become involved.

2. Joyce Bell (subcommittee chairperson) — A homemaker, Joyce has been a member of the county's Homemaker group for 40 years. She feels that Cindy does not devote enough time to conducting educational programs for the individual Homemaker groups in the county. Cindy has met with Joyce many times and informed her that the agent's role with Homemaker groups is not to conduct all of their programs, but to serve as a resource person to them, freeing Cindy to develop educational programs for others as well.

3. Steve Ulman — A college biology professor, Steve is a very astute board member. He has served on the county commissioners' needs assessment task force. Steve has been very supportive of Cindy's programming efforts in all areas of family living.

4. Bernard Grant — A broccoli and corn grower, Bernard is a conservative board member. He strongly feels that cooking and sewing are the only two areas in which Cindy should be conducting programs. Bernard objected strongly to the family communication skills workshops that Cindy presented two months ago.

5. Karen McCormack — Hospital health educator Karen is one of the resource people whom Cindy has contacted for background information about the commissioner's concern. As a result of

her work at the hospital, Karen has personally come in close contact with many children who have been abused. She is very supportive and wants to become involved in the project.

DIRECTIONS: Each participant volunteer should assume the role of one of the program subcommittee members. Decide, as a group, how each subcommittee member will react to the request for information and education for the welfare families. You have 20 minutes to plan your role-play. We suggest that you start the role-play by having Cindy Sears give the background information to the program subcommittee members.

Case Studies

Case Study 1

Paul Jones is bothered by an Extension client who requires a great deal of attention and reassurance. The person continually calls to get information about the smallest matter. Paul tries to help him work through the options, but the person insists that Paul give him an answer or solution to his question.

Identify the action role Paul Jones might take. What are two techniques and specific skills you would need to deal with this situation?

Case Study 2

Friendship, a rural town in your county, is concerned about the quality of its well water. Many residents have had their water tested. The results have shown that there is a large amount of toxic chemicals in their water supply. The town council has approached you and asked if you would be the chairperson of a committee that would look into the matter. You are excited about the chance to work with the town of Friendship, but you have no expertise in well water and toxic chemicals. Identify the action role you want to take. What are two techniques or skills you might use to help this this committee work effectively?

Case Study 3

Paula Fitzgerald is located in a county that is 300 miles from her area director's office. When she first started the job, Paula was given the county's Plan of Work to use as a guide to help her conduct county educational programs. Very few of the suggested programs really interested her. Besides that, the demand made on Paula's time by the county Homemaker groups was overwhelming, and there really was not time left to conduct programs for the other residents of the county. All these demands are making Paula edgy and a little panicky, and she is afraid if she does not implement more general educational programs she will not be fulfilling her part of the county Plan of Work.

Identify the action role Paula might take. What are two techniques or skills you might use to deal with this situation?

Case Study 4

You have replaced an agent who has been in Yum Yum County for 35 years. Agent Smith's major responsibility had been working with wheat growers. He was extremely well-known and was noted for making the most farm calls in your state. Your supervisor has informed you that making farm calls to all the wheat growers in your region is not a cost-effective way of educating. You support your supervisor's position. However, the farmers in your area do not attend educational programs nor do they read the newsletters you send out. They expect the agent to conduct one-on-one educational visits. Some of them have complained that you do not give them the individual attention they say they need.

Identify the action role the new agent might take. What are two techniques or skills you might use with the wheat farmers who have a traditional image of Extension?

Case Study 5

As a new Extension agent, you have been asked by the local 4-H leaders' association to plan and conduct a one-day horse camp. You are convinced that the volunteers need to take more responsibility for the 4-H program, and you are already trying to get the annual awards event in your county under way. You feel that the leaders should play a major role in the horse camp event.

What skills or techniques would the new agent need to involve volunteers to help plan, conduct, and evaluate this activity?

Help for Changing Behavior

The following suggestions have been helpful to other people as they have worked on improving their personal effectiveness.

As you review these suggestions, check the ones that seem particularly meaningful, and build them into your personal growth plan. How do these items fit into your personal and professional goals?

1._____Pinpoint one specific behavior that you want to do something about. Do not try to "cover the waterfront."

2._____In setting your goal, check to see if it is specific, attainable, and one in which you will know if you are making progress.

3._____Build in a process of accountability that involves a significant other person or persons. This can help ensure a greater degree of follow-through.

4._____Build in a support system using your family or friends. Let them know what you are attempting to do and share with them your success.

5._____Take some time to examine your own personal reasons for wanting to change. List the positive benefits that will come to you as you make a change.

6._____Be sure to set some subgoals that can be achieved fairly readily. Such achievements help keep motivation high as you move toward your major goal.

7._____The power of positive thinking is real. Your mind has a powerful influence on your behavior. Learn to direct your inner strength toward your goal.

8._____Mental conditioning can help in another way. Get a concrete picture of yourself in your mind as you function in the most effective ways. Spend some time each morning in mental conditioning, affirming yourself as you want to be.

9._____Build in some rewards for yourself as you achieve each subgoal. Identify these as you begin your program and write them down. As you achieve each subgoal, make sure you get the reward.

10._____ Use reinforcers that fit into your daily pattern of living. It may be a poster on the wall or a book on your desk. Repaint a room or rearrange some furniture.

11._____Dieting, fasting, exercise, or meditation are other ways of helping to keep you on the track.

12._____Positive people can be helpful in many ways. Regularly include in your schedule time with people who bring out the best in you.

13._____Put yourself on a regular schedule or program. Work on a "piece-rate basis" (for example, force yourself to write so many pages a day, or do a certain number of exercises.)

14._____Guard against trying to do too much at once. Expectations that are set too high can lead to discouragement and self-punishment.

15._____Many people have difficulty planning because they regard it only as "thinking"—which too often translates into daydreaming. It is much better to conceive of planning as writing. Get your plans down on paper.

16._____Set specific dates for the accomplishment of your primary goal and each subgoal.

17._____If you use your imagination, you will find innumerable reasons for doing little or nothing. By applying your imagination in constructive ways, you can find ways and means to improve your effectiveness.

18._____One of these days is none of these days. Do it now!

—Adapted from a checklist by Dr. Ron Daly, National Program Leader, Human Development and Family Relations, Extension Service, HEHN, USDA

Productivity and Effectiveness: The Human Factors

Ron Daly, National Program Leader, Human Development and Family Relations, Extension Service, HEHN, USDA

The following books I have read and reread many times. Each has added a special dimension to my understanding of human factors associated with productivity and personal effectiveness. I offer them to you as suggested resources filled with many truths and, in my judgment, the keys to effective living.

Robert R. Blake and J. S. Mouton. 1981. *Productivity: The Human Side.* New York: Amacon.

Blake and Mouton are management consultants and have published widely in the field. This book is based upon behavioral science research and theory. I have found it very helpful in understanding the power of group norms, conformity, cohesion, and related factors that influence productivity in organizational settings.

Warren Bennis and Burt Nanus. 1985. *Leaders: The Strategies for Taking Charge.* New York: Harper and Row.

An excellent resource on what leaders can do to make a difference. It is based on extensive interviews with 90 outstanding leaders.

Kenneth Blanchard and Spencer Johnson. 1982. *The One-Minute Manager.* New York: William Morrow and Company, Inc.

Presents some important concepts on how to increase productivity, profits, and your own prosperity.

Kenneth Blanchard and Robert Lorber. 1984. *Putting the One-Minute Manager To Work.* New York: William Morrow and Company, Inc.

A practical guide with sound suggestions on managing people.

Richard Bolles. 1978. *The Three Boxes of Life: How to Get Out of Them.* Berkeley, Calif.: Ten Speed Press.

An introduction to life and work planning. A book loaded with many significant ideas for people who want to get more out of life. Bolles'discussion of overcoming the victim mentality has been very meaningful to me.

Robert G. Cope. 1981. *Strategic Planning, Management, and Decision Making.* Research Report No. 9. Washington, D.C.: AAHE/ERIC/Higher Education.

A good resource on strategic planning and its application to higher education.

John C. Crystal and Richard Bolles. 1974. *Where Do I Go From Here With My Life?* Berkeley, Calif.: Ten Speed Press.

A workbook for life and work planning. The book is designed to help people analyze their capabilities, accomplishments, and interests to plan constructively their future career and then life.

Norman Cousins. 1979. *Anatomy of an Illness: As Perceived by the Patient.* New York: W. W. Norton.

Cousins discusses the power of laughter in the healing and living process. He refers to laughter as "jogging" on the inside. His chapter on 3,000 letters from doctors gives a powerful example of how humor is used to enrich the interaction of a family.

Norman Cousins. 1981. *Human Options.* New York: W. W. Norton.

A book filled with short statements about the lessons Cousins has learned from life. The following are examples:

"The tragedy of life is not death, but what dies inside us while we live."

"The most important thing I have learned . . . is that human capacity is what it has to be."

"It took a serious illness for me to put meditation ahead of mobility."

Albert Ellis and Robert Harper. 1977. *A New Guide to Rational Living.* North Hollywood, Calif.: Wilshire Book Company.

Ellis, a psychologist, places emphasis on using the rational process of the mind. He challenges you to weed out the irrational beliefs that you hold and realize that you can change or control your thoughts and acts. He describes most dysfunctional behavior between people as "stupid behavior by nonstupid people in self-defeating thoughts and acts."

Roger Fisher and William Ury. 1981. *Getting to Yes: Negotiating Agreement Without Giving in.* New York: Penguin Books.

An excellent resource for learning the critical element in effective conflict resolution or negotiating.

Victor E. Frankl. 1963. *Man's Search for Meaning.* New York: Washington Square Press, Inc.

This book has a significant message. Frankl shares his experience as a prisoner of war during World War II. His experience in the prison camp taught him very forcefully that one freedom no one can take from you is the attitude you take in a given set of circumstances. You cannot control the circumstances, but you have full control over the attitude that you express.

John W. Gardner. 1963. *Self-Renewal: The Individual and the Innovative Society.* New York: Harper and Row.

A classic on the importance of self-renewal and factors that promote its development within individuals and society.

Harold Geneen. 1984. *Managing.* New York: Doubleday and Co., Inc.

Geneen was president of ITT from 1959 to 1977. The book is based upon what Geneen has learned about managing. He shares the factors he has found to be most essential to effective managing. He provides much food for thought.

C. R. Hickman and M. A. Silva. 1984. *Creating Excellence.* New York: NAL Books.

An excellent resource on individual and organizational effectiveness.

Napoleon Hill. 1965. *The Master Key to Riches.* Greenwich, Conn: Fawcett Publications, Inc.

I have read several books by Hill. I am challenged by many of his ideas. A study of the lives of successful people is the basis of many of his ideas. The importance of the power of the mind and our mental attitudes is a key concept of the book.

Chester L. Karras and William Glasser, M.D. 1980. *Both-Win Management*. New York: Lippincott and Crowell.

A practical approach to improving employee performance, using Glasser's concepts of Reality Therapy. A book with many practical ideas on working with people.

George Keller. 1983. *Academic Strategy: The Management Revolution in American Higher Education.* Baltimore, Md.: The Johns Hopkins University Press.

Keller provides some very provocative thoughts on key issues facing institutions of higher education. I found it challenging to take an in-depth look at my approach to planning and setting priorities.

Elizabeth Kubler-Ross. 1975. *Death, The Final Stage of Growth.* Englewood Cliffs, N. J.: Prentice-Hall, Inc.

Kubler-Ross has done much in this country to help us learn to deal in more productive ways with death and dying. I really appreciate a quote of hers taken from one of her interviews: "Life is richest when we realize that we are each snowflakes, absolutely beautiful and unique but here for only a short period of time." Her writings on death and dying speak to the essence of learning how to live.

Alan Lakein. 1973. *How to Get Control of Your Time and Your Life.* New York: Signet.

This is the best book I have read on time management. Lakein's challenge to you and me is to learn to master our time and, in turn, to take more control of our lives. His ideas are sound, practical, and presented in an effective and interesting manner.

He says, "Planning (taking control) is bringing the future into the present so that you can do something about it now."

Keith Leenhouts. 1977. *A Father...a Son...and a Three Mile Run.* Grand Rapids, Mich.: Zondervan, 1977.

The book has a powerful message by a father who is a judge. It deals with his relationship with his son as they share many special experiences. Judge Leenhouts was one of the first judges to use volunteers in the rehabilitation process of young juveniles. His philosophy of life and how it is applied to the judicial setting offer some powerful ideas on what can happen when we focus on the needs of people.

Richard J. Leider. 1985. *The Power of Purpose.* New York: Ballantine Books.

This book is a good review and overview of the power of purpose in personal effectiveness.

Anne Morrow Lindbergh. 1975. *Gift From the Sea.* Twentieth Anniversary Edition). New York: Pantheon Books.

I use this book as my number-one resource in stress management workshops. It contains several significant guidelines for getting more out of life. The art of simplification, the value of solitude, and the need for building in more creative pauses in the hurry-scurry pace of today's living are examples of the ideas she shares. She uses a variety of sea shells to characterize the later stages of the life cycle in a very creative way.

O. Hobart Mowrer. 1964. *The New Group Therapy.* New York: D. Van Nostrand Co., Inc.

In Chapter 6, "You Are Your Secrets," Mowrer, a psychologist, shares a significant message on the power of the thoughts we harbor in our minds.

Roger von Oech. 1983. *A Whack on the Side of the Head: How to Unlock Your Mind for Innovation.* New York: Warner Books.

Roger von Oech shares ten mental locks (or blocks) that keep us from being creative, and suggests what can be done to

open the locks. I found his introduction to creative thinking and an exercise he uses in creative thinking seminars well worth the price of the book.

William Osler. 1937. *A Way of Life.* New York: Harper and Row.

This is a book written many years ago, but its messages are right on target for today's lifestyles. Speaking from years of experience as a medical doctor, Osler talks of learning to live in day-tight compartments. He challenges us to limit our horizons to a 24-hour cycle. He says, "The load of tomorrow added to that of yesterday, carried today, makes the strongest falter." His counsel on how to take care of our health offers some food for thought.

Thomas J. Peters and Robert H. Waterman, Jr. 1982. *In Search of Excellence: Lessons From America's Best-Run Companies.* New York: Harper and Row.

Peters and Waterman share their findings from studying some of America's best-run companies. They distill their learnings into eight basic findings. These findings provide some real food for thought on what contributes to success in organizations.

Hugh Prather. 1977. *Notes in Love and Courage.* New York: Doubleday.

Prather has written several books that I have personally enjoyed. The following quote was taken from the book listed above: "No matter how good things get, my capacity to make myself unhappy is always equal to it."

Virginia Satir. 1976. *Making Contact.* Millbrae, Calif.: Celestial Arts.

Satir is a well-known family therapist and a special person. She really catches the essence of making contact with people when she says, "The greatest gift I can receive from anyone is to be seen by them, heard by them, understood by them, and touched with tenderness by them. And the greatest gift I can give to another person is to see them, hear them, understand them, and to touch them with tenderness."

Hans Selye. 1975. *Stress Without Distress.* New York: Signet.

Selye is responsible for popularizing the impact of stress on our health. In this book, he shares several significant findings gleaned from his years as a medical researcher. He emphasizes the importance of finding the most productive stress level that fits your lifestyle. He also states that you should find a labor of love, and then work in such a way that you "earn your neighbor's love."

I have found his ideas helpful in understanding the key issues involved in managing stress.

O. Carl Simonton, Stephanie Matthews-Simonton, and James L. Creighton. 1978. *Getting Well Again.* New York: Bantam Books, Inc.

The authors share their experience in working with patients who have cancers. They discuss their ideas on how an individual's reaction to stress and other emotional factors can contribute to the onset and progress of cancer. They also share the self-help techniques they use with patients. I have found this an excellent resource in understanding several keys to productive living.

Roger A. Straus. 1982. *Strategic Self-Hypnosis: How to Overcome Stress, Improve Performance, and Live to Your Fullest Potential.* Englewood Cliffs, N.J.: Prentice-Hall.

Straus provides some interesting insights into self-hypnosis. His emphasis is on using goal-directed self-suggestions to attain full conscious control over your mind and body. Self-hypnosis is viewed as a learned skill; it is something you do, not something someone does to you. I have found his ideas very intriguing.

Denis Waitley. 1983. *10 Seeds of Greatness.* Old Tappon, N. J.: Fleming H. Revel Company.

Waitley presents workshops throughout the world on personal development. I found his ideas interesting, with some practical suggestions on things to do to increase our personal effectiveness.

Extension's Guiding Values

1. Know Thyself

Extension educators are agents of learning, growth, and change. The staff's deepening self-knowledge is the primary source of Extension's vision and energy.

2. Extension's Mission: Helping People Help Themselves

For all its diversity, Extension education always works to encourage people to improve their condition in all dimensions of their lives. As Seaman Knapp said to the first extension agents: "Your mission is to make a great common people and thus readjust the map of the world."

3. Extension's Goal: Human Development

The development of people is the ultimate goal of Extension education. Providing research-based information, teaching people new knowledge and skills, helping them to improve production or increase income—all these are means toward that end, and means only.

4. Extension's Methods: Encouraging Change in Many Ways

The Smith-Lever Act requires more than information transfer. It calls on Extension to "encourage the application" of useful and practical information.

Extension work is most successful when it involves learners in its programs so thoroughly that they set their own goals, apply new ideas, and receive feedback from others about their progress.

Extension does not dictate how people will solve problems, or make decisions for them. Rather, it fosters the democratic ideal of self-governance by encouraging each person or group to choose the best among a variety of options. The methods of Extension education arise from proven principles, and the most effective Extension educators know and use a variety of teaching methods.

5. Extension's Methods: An Emphasis on Working With Groups

Working with groups rather than simply with individuals is more cost-effective, allows more creativity, and encourages democratic processes.

6. Extension's Methods: Helping Clients Become Volunteers

Helping learners become volunteer educators has at least two significant effects. For the learner, it reinforces learning and encourages leadership development; for Extension, it multiplies the outreach and impact of the Extension professional.

7. Extension's Organizational Strategies: Self-Review and Risk Taking

Extension renews itself continually by reviewing its purpose and priorities. When staff members take risks with new or expanded publics, and with new or rediscovered educational methods, Extension grows and maintains its relevance to the needs of people.

8. Extension's Organizational Strategies: Involving People Lessens Risk

Risk taking needs to be considered realistically. When people at all levels are involved, the greater the chances of overcoming resistance and ensuring success.

9. Teamwork Is Effective

Extension unit members all share responsibility for the unit's educational program. Therefore, time and energy devoted to team development make for the effective development and coordination of Extension programs.

Far from diminishing individual initiative, teamwork requires each team member to contribute ideas, feelings, and skills in an atmosphere of mutual respect and open communication. Cooperation can achieve complex goals more creatively and more easily than individuals alone can do.

10. Public Support Is Essential

County, state, land-grant institution, and federal officials need to stay informed about Extension's efforts and impact. Many indicate their desire to be involved by joining an advisory or program planning group, by attending educational activities, or simply by visiting an Extension client or family. It is best not to ignore Extension's sponsors or to assume they know what we do.

"Toward a Common Future" (Biographical information and script for videotape interviewees)

The videotape, "Toward a Common Future," features excerpts from interviews with six leaders, here identified and described briefly. The script of the videotape follows a list of the questions asked of the six people.

Biographical Information

Daniel Aldrich, Jr.
Chancellor Emeritus
University of California, Irvine
(Chair, Extension in the '80s Task Force)

Daniel G. Aldrich, Jr., the 1985 Justin Smith Morrill Memorial Lecturer, is chancellor emeritus of the University of California, Irvine. Appointed to the position in 1962, he served 22 years until his retirement. Aldrich also served as acting chancellor of the University of California, Riverside, July 1, 1984, to June 30, 1985.

He is a former president of the National Association of State Universities and Land-Grant Colleges and has chaired its Policy and Issues Committee. A soil chemist, he was chairman of the National Academy of Sciences and the National Science Foundation. He was appointed by the Secretary of Agriculture to serve as co-chair of the Joint Committee on the Future of Cooperative Extension, which produced the influential report, *Extension in the '80s*. He was a member of the President's Agricultural Task Force to Zaire, Africa.

A native of Northwood, New Hampshire, Aldrich received his B.S. degree from the University of Rhode Island, his M.S. from the University of Arizona, and his Ph.D. from the University of Wisconsin.

Anthony Carnevale, Senior Economist
American Society for Training and Development
Arlington, Virginia

Tony Carnevale has been involved in developing public policy in the areas of education and human resource development since the mid-1970s. At present, he is Chief Economist and Vice-President for Government Affairs with the American Society for Training and Development (ASTD) in Alexandria, Virginia.

Prior to joining ASTD, Carnevale served as Director of Government Relations for the American Federation of State, County, and Municipal Employees of the AFL-CIO, and as Senior Budget, Appropriations, and Authorization Analyst for the U.S. Senate Committee

on the Budget. He also has served as a Senior Policy Analyst in the Department of Health, Education and Welfare.

Carnevale holds a Ph.D. in Public Finance Economics from the Maxwell School of Citizenship and Public Affairs, Syracuse University.

Talmadge C. Duvall, Director
Cooperative Extension Service
University of Georgia, Athens

Talmadge Duvall's Extension career began in 1956 as assistant county agent. Since 1977 he has served as the Director of the University of Georgia Cooperative Extension Service. He holds the degree of Doctor of Public Administration in Political Science from the University of Georgia. Special recognitions he has received include: member of the U.S. Agricultural Education Delegation to the People's Republic of China, 1980; Georgia Adult Educator of the Year, 1980; Distinguished Service Award, Epsilon Sigma Phi, 1982; and National Distinguished Service Ruby Award, Epsilon Sigma Phi, 1984.

Lydia Hernandez, Staff Associate for
Racial Justice and Reconciliation
Presbyterian Church (U.S.A.)
Atlanta, Georgia

Born in Texas, Lydia Hernandez has been employed for many years by the Presbyterian Church (U.S.A.), and, at present, is its Staff Associate for Racial Justice and Reconciliation. She holds bachelor's and master's degrees in nursing.

Her previous experience includes: Hospital In-Service Administrator in Texas and Florida, instructor in psychiatry in a Northwest Texas hospital, consultant in volunteer services, member of the Executive Committee of the National Farm Worker Ministry, and member of the Coalition on Health. Ms. Hernandez has served in various supervisory positions, and has traveled with numerous delegations to Central America for first-hand experience about political and social situations in those countries.

Harold M. McNeill, former Director
Cooperative Extension Service
University of Maine, Orono

Harold McNeill served as Director of the University of Maine Cooperative Extension Service from 1981 to 1986. McNeill holds a B.S. in Agricultural Education from A & T State University, and an M.S. in Extension Supervision and Ph.D. in Extension Administration from the University of Wisconsin.

He began his Extension career as a county agent in North Carolina in 1951; he served there as Extension District Supervisor for 12 years, and then in West Virginia as the Extension Director of the Community and Environmental Development program. Before coming to the University of Maine, McNeill served as President of West Virginia State College, Institute, West Virginia.

Anne H. Rideout, Director
Cooperative Extension Service
University of Connecticut, Storrs

Since 1978, Anne H. Rideout has been Associate Director of the Cooperative Extension Service and professor in the College of Agriculture and Natural Resources, the University of Connecticut. Rideout earned her doctorate in Educational Administration as a Ford Foundation Fellow at the University of Massachusetts. Her master's degree is from the University of Connecticut, and her bachelor's degree from Middle Tennessee State University.

Rideout has served as a member of the Extension Committee on Organization and Policy (ECOP); as national President of Epsilon Sigma Phi, the honorary Extension fraternity; as Vice-Chairman of the Board of Trustees of the National 4-H Council; as a member of the National Agricultural Library Committee, National Association of State Universities and Land-Grant Colleges, and the Connecticut Sea-Grant Advisory Committee.

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Interview Questions

These are the questions asked of the six people in the interviews:

1. What changes do you see taking place in the next 15 years? How will they influence Cooperative Extension System educational programs?

2. How do you see technology affecting the need for Cooperative Extension System educational programs?

3. As you look into your "crystal ball" and gaze into the twenty-first century, what will be the most significant challenge for the Cooperative Extension System?

4. What advice do you have for Cooperative Extension faculty members who are beginning their Extension careers?

5. How will the changes in the family structure in the year 2000 affect Cooperative Extension programming?

6. Will Cooperative Extension programming in the twenty-first century reflect global interest, or will it primarily focus on domestic educational programs?

Videotape Script

DUVALL: I'm told that we went from the spoken word to the written word, it took about 50,000,000 years. We went from the written word then to the media approach—telephone, radio, things of that nature—that took about 55 years. Now we're doubling our information source every nine months.

RIDEOUT: From all the information that we're getting from demographers right now, by the time we reach the year 2000, we're going to have a population in this country of about 260 million people, but it may very well be quite a different population from the one we have right now. It's certainly going to be an older population, a population of individuals primarily 45 years of age and over.

HERNANDEZ: In New York, for example, one out of every fifth New Yorker is Hispanic. In the South, in California I would say that there are even more Hispanics, in Texas. Overall, in the whole United States, one out of every 14 Americans is Hispanic. It's changing every day. The number of people who are coming who are Spanish-speaking is increasing day by day.

McNEILL: I believe that we will have a different clientele to work with in the year 2000 than we have now. The trend is already there; it's just going to accentuate it more. More and more, we're headed toward a two-tier economic, social-economic character in our population. More rich and more poor seems to be the pattern, and with this happening there would be a reduction, a squeezing of the middle-class numbers. This has traditionally been Extension's clientele.

RIDEOUT: If, indeed, demographers are correct, then by the time we reach the turn of the century, we're going to see more than 80 percent of the females in the household working outside of the home, either part-time or full-time. And we're going to have to give a great deal of consideration to how we approach them with educational programs, if indeed we do want to consider the family the primary target for our education in the future.

CARNEVALE: As distinct from our concern with learning in the 1960s and 1970s, which focused pretty much on learning in elementary schools and secondary schools, and in higher education, eventually, as the "baby boom" congregated in those age-specific institutions. So more and more we're concerned about adult learners in the context of their jobs and their communities and their families, and less interested in the adolescent and the child, in the context of the traditional classroom.

ALDRICH: What I see taking place in our society in the next 15 years will be, increasingly, problems related to the nature of peoples' interaction with one another;

the nature of social organizations that develop—political organizations, economic organizations—to respond to the problems that are generally between and among people. Locally, regionally, statewide, nationwide, internationally in significant measure, those problems will be very much related to the impact of people and their organizations upon the physical environment.

RIDEOUT: Probably one of our biggest challenges in the future is going to be gathering together the knowledge that is necessary to know how to integrate technologies in the best interests of our clientele. It's interesting. This rapid revolution of technologies that began a number of years ago is going to continue. In fact, if you think about it, computer processing has gone up a million fold in the last 25 years.

CARNEVALE: In general, what we find in the available research, and it's fairly extensive in this area, is that it doesn't make much sense to teach people to use computers unless you do it in the context of their job or some specific set of problems that they want to solve. There has to be a context. A computer skill in and of itself is essentially useless. A computer is a tool, and the major impact for most of us, of computers, is in their utilization in doing things that we already do or want to do.

HERNANDEZ: It reminds me of my dad. My dad was Mexican-Indian, and he was telling me one day, "Daughter, you've got a serious problem. You're growing up in this wonderful American society that has all these wonderful technological advances, but" he says, "the question you have to deal with is the following: when I was growing up, tools were developed for man to have a better life. Now, technology has changed such that you have to think about developing a man to fit that technology, and you're not God. What are you going to do?"

DUVALL: I think you're going to see the internationalization, if I can put it that way, of Extension programs in the next 50 years, to be dramatic. The question always arises: Will we fundamentally relate to a domestic audience or will we relate to an international audience?

RIDEOUT: For many years the Cooperative Extension System, I think, has primarily thought of itself as being a domestic organization. I keep seeing this changing quite a bit. We already have a global economy; we have, in effect, a global society. We have global occupations, if you will, with people who travel worldwide in their occupations.

HERNANDEZ: It is very easy for me to be saving money in my little house and little community where I live in Georgia, but if I cannot see the relationship of doing that for me to the taxes in Allenwood, to Atlanta, to the state of Georgia, and to the whole country and then to the world. I have messed up something. I think by and large as Americans we don't look at complex economic questions that really affect our lives every day.

CARNEVALE: We are less sophisticated in terms of our dealings with the rest of the world because we are and always have been somewhat isolated as a country. But with electronic technology and with the expansion of the world trading system, the world is actually becoming a much smaller place than it's ever been before, and likely to become smaller still. Our talent in this particular exercise is that we are very good at dealing with diversity.

RIDEOUT: In the types of experiences that I've had, I've found that there's an increasing concern on the part of those in other countries about how they are going to address their own food needs, and there are tremendous implications for us in that area.

HERNANDEZ: To have a global experience. I cannot imagine anybody working in Extension who has not been in a Third World country.

DUVALL: To me, it's absolutely unthinkable that we would attempt to focus only on the domestic audience of our country.

We simply have to accept the reality that internationalization has taken place and our global village is where we are.

RIDEOUT: Most serious students of the future say that the United States is going to undergo deeper changes in the next two decades than it has in the past two centuries. That means that the roles of the future are going to be vastly different from the roles of the past. I think probably nothing is more dangerous to us than trying to think that yesterday's success is going to be tomorrow's success.

HERNANDEZ: I have had some very positive experiences with Extension workers who cared about their country, who cared about themselves, who cared about the poor families in the rural communities, who also had aspirations for what ought to be. It is at that level where technology can be put aside, because if you care about the human being like you care about yourself, that's what's going to be the future for all of our children.

DUVALL: But the fundamental role of Extension as being the linkage between the source of knowledge or the body of knowledge and the user of that knowledge, never, never, ever changes! That to me is a fundamental thing that we need to keep in mind as we look to the year 2000.

CARNEVALE: One has to use information that takes people from where they are to where you want them to go. One has to keep in mind that it is the group itself that is the client and the customer, and that it's not simply information transferred, but it's an interaction in a group process. The processes and the group interaction are really the artwork of learning in the context of the community and the job and the family. The information is really second. We are an information-rich society, and a learning-poor one, I think it's fair to say.

RIDEOUT: Well, if we go back and focus on what Cooperative Extension is all about, helping people to help themselves, in part, that means empowering people to speak on their own behalf. I think perhaps that's one of the important areas of focus in youth education for Cooperative Extension, in not only youth education, but also for adults. Enabling them to know how to speak to government officials, to understand issues—not just one side of an issue, but both sides of it. In fact, I have always been taught in Cooperative Extension that one of the true marks of a person in presenting a public issue, is that our Cooperative Extension people are so objective that you can't tell which side of the issue they're standing on.

HERNANDEZ: And I think somebody has to care enough to be willing to take a stand, whoever they are, and say "I will not go with this any more, whether it's in the educational system, whether it's in my church, whether it's in my school. I will not support those policies any more. I will take a stand today." Because if you haven't found a reason for which to die, you can't live. You might as well have somebody bury you that day, because you are dead.

Extension Tomorrow (Small group discussion questions)

1. How do you react to what we just saw? How relevant are these ideas to Extension in your state, and particularly to the local issues you identified before the workshop?

2. On a **professional** level, what will be the most significant challenge to you?

3. On a **personal** level, what will be the most significant challenge to you?

4. What does this videotape suggest to you about *how* Extension should set its priorities for the future?

5. We have heard from one of the speakers that, in adult education in the future, subject matter will be only a small part of the action; the process of involv-

ing people in learning is even more important. What is your reaction to this view?

6. How might the views presented in this videotape be applied in your state? And applying those ideas to the issues you identified before the workshop, what implications do you find for changes in Extension's clientele, educational approaches, delivery methods, and subject matter?

Reflections on Module 1: Understanding Cooperative Extension

1. To what extent do you think you could explain the mission of the Cooperative Extension System in the context of the land-grant institution?

0 1 2 3 4 5 6 7 8 9 10

VERY LITTLE — SOME — A LOT

A county commissioner has asked, "What is the Cooperative Extension System?" Indicate what your answer would be.

2. To what extent can you identify the key people involved with the origins and development of Cooperative Extension?

0 1 2 3 4 5 6 7 8 9 10

CAN'T REMEMBER ANY OF THEM. — CAN IDENTIFY SOME. — CAN IDENTIFY ALL OF THEM.

Comment on the individual who you feel had the most significant impact in the development of Extension.

3. To what extent can you identify the guiding values of Extension?

0 1 2 3 4 5 6 7 8 9 10

CAN'T REMEMBER ANY OF THEM — CAN IDENTIFY SOME — CAN IDENTIFY ALL OF THEM

Comment on several values that you strongly agree with.

4. To what extent are you better able to identify your personal areas of strength?

0 1 2 3 4 5 6 7 8 9 10

VERY LITTLE — SOME — A LOT

Comment on some specific areas that you want to pursue for personal and professional growth in Extension.

5. With your work in mind, how clearly can you identify future trends in American life?

0 1 2 3 4 5 6 7 8 9 10

VERY LITTLE — SOME — A LOT

Comment on several trends that you view as having the most potential impact on our society, and on their implications for your work in Extension. Suggest two ways in which Extension will have to change in the future.

6. At the beginning of our workshop, you shared in triads some of the expectations you had about this module, including the preworkshop projects. Did the experience meet your expectations?

0 1 2 3 4 5 6 7 8 9 10

NO, A COMPLETE WASTE OF TIME. MOSTLY, BUT LACKING IN A FEW AREAS. YES, FULLY.

Comments, please: _____

_____

_____

_____

7. "Education has now come to have vastly more significance than the mere establishing and maintaining of schools. The education motive has been taken into all kinds of work with the people, directly in their homes and on their farms, and it reaches mature persons as well as youths....This is Extension work."

Considering this quote from the Report of Roosevelt's Country Life Commission in 1909, in the light of what you have learned, how has your attitude about Extension work changed or been modified in the course of this workshop? _____

_____

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_____

Instructional Aids

Developed by: David R. Sanderson, Leader, Program Evaluation and Staff Development
Cooperative Extension Service
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Project Team: Ron Beard, Extension Agent
Louise Cyr, Extension Agent
Conrad Griffin, Community Resource Development Specialist

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Published by the North Carolina Agricultural Extension Service
and the Department of Adult and Community College Education
North Carolina State University, Raleigh

Instructional Aids for Module 1

The instructional aids listed below, developed to accompany this Module, have been provided to assist leaders in conducting effective learning experiences. These materials are referred to in the Leader's Guide and elsewhere in this Module. The instructional unit in which each item is to be used is given in parentheses. Leaders may find this checklist helpful in ensuring that all necessary materials are on hand before presenting this Module.

Videotapes

"Toward a Common History" (Unit 2B)
"Extension Today: Toward a Shared Understanding" (Unit 3B)
"Toward a Common Future" (Unit 5A)
"People Made the Program" (Optional evening session)

Audiotape

"Cooperative Extension" (Preworkshop)

Posters

Fifteen photo posters are provided with this Module. These posters, which present photographs and quotations or captions from Extension lore and legislation, can be displayed on the walls of the room where the workshop is held. Together they make a photo gallery that will heighten the sense of Extension's history and help create a sense of common values and vision.

Computer Disk

A computer program to simplify the scoring of the Self-Assessment and Peer Assessment is provided. See the diskette for instructions on loading and running the program. Then follow the instructions on the screen and in the Learners' Preworkshop Packet.

Slide Set

"The Odd Octopus" (Unit 4D)

Transparencies

Masters are provided from which transparencies can be made using whatever type of equipment is available locally. Tips on producing transparencies from these masters are given in the following section.

TM-1 through TM-10 (Lecturette, Unit 2D)
- TM-1: Cooperative Extension—unique in structure and function
- TM-2: Cooperative Extension—essential role in mission of the land-grant university
- TM-3: Cooperative Extension—wide and diverse clientele
- TM-4: Cooperative Extension—noble mission
- TM-5: Cooperative Extension—role in democracy
- TM-6: Extension's ultimate goal
- TM-7 through TM-10: Seaman Knapp quotations

TM-11 through TM-22 (Self- and peer-assessment profiles, Unit 4A)
- TM-11 through TM-14: Educational style profile, with samples
- TM-15 through TM-18: Working with others profile, with samples

TM-19 through TM-22: Authority-security profile, with samples

TM-23 through TM-32 ("The Odd Octopus" discussion, Unit 4D)
- TM-23: Extension's mission: helping people help themselves
- TM-24: Extension's goal: human development
- TM-25: Extension's methods: encouraging change in many ways
- TM-26: Extension's methods: an emphasis on working with groups
- TM-27: Extension's methods: helping clients become volunteers
- TM-28: Extension's organizational strategies: self-review and taking risks
- TM-29: Extension's organizational strategies: involving people lessens risk
- TM-30: Teamwork is effective
- TM-31: Public support is essential
- TM-32: Know thyself

Making Overhead Transparencies From the Transparency Masters

Provided with this Module are masters for making transparencies to be used with an overhead projector. The transparencies can be made in one of three ways.

Method 1: Thermal Process

One of the quickest ways to make overhead transparencies is with a Thermofax copier or similar thermal machine designed for this purpose. The masters themselves, however, cannot be run through the Thermofax. Start by making good quality copies of the masters on an office copier. Then lay a piece of thermal transparency film on top of the copy and run the two sheets through the Thermofax machine together. (Do not use acetate; it will melt and destroy your copier.) The resulting positive transparency can be placed in a cardboard frame for durability. By using different types of film, transparencies of various colors can be made.

Method 2: Diazo Process

As in making transparencies by the Thermofax method, the first step in the diazo process is to make a high quality copy of the transparency master. For this process, however, the copy must be translucent or transparent. The copy is placed onto a piece of diazo film and exposed in a special light box with an ultraviolet light source. After the proper exposure interval, the film is removed and processed in a jar of ammonia vapor. The completed film can be mounted in a cardboard frame. The color can be varied by using different types of diazo film.

Method 3: Film Negative Process

This process requires the use of a darkroom and a copy camera capable of handling large originals and negatives. No preliminary copying of the transparency masters is necessary. The masters themselves are photographed on 8 1/2-by-11-inch high-contrast line film at full size using the copy camera. After the film negative has been processed, the image will appear as clear areas on a black background. The negative can be mounted in a cardboard frame and used to project a white image on a black background or backed with an adhesive gel such as Project-O-Film to produce a colored image. This approach is ideal for situations in which the image is to be revealed one part at a time during projection; opaque flaps can be taped to the frame to cover the various parts of the image and turned back one at a time.

Working With Our Publics

In-Service Education
for Cooperative Extension

Module 1
Understanding Cooperative Extension:
Our Origins, Our Opportunities

Transparency Masters

COOPERATIVE EXTENSION

Unique in structure: **a partnership among three levels of government**

Unique in function: **a highly flexible, multi-purpose educational agency**

COOPERATIVE EXTENSION

An essential role in the three-part mission of the land-grant university

*** Resident Instruction**

*** Research**

*** Extension**

COOPERATIVE EXTENSION

A wide and diverse clientele,
not limited by

* **economic or social status**
* **race, color, or national origin**
* **sex**
* **age**
* **handicap**

COOPERATIVE EXTENSION

A noble mission, **empowering people**

* **to help themselves**
* **to move toward greater self-governance**
* **to move toward greater cooperation with others**

COOPERATIVE EXTENSION

An important role in our democracy,
helping people

*** evaluate knowledge and solve problems**

*** participate as citizens in addressing major issues**

EXTENSION'S ULTIMATE GOAL

"The fundamental function of . . . Extension education is the development of rural people themselves. . . . Unless economic attainment and independence are regarded chiefly as means for advancing the social and cultural life of those living in the open country, the most important purpose of Extension education will not be achieved."

Survey of Land-Grant Colleges and Universities, 1930

Our true goal as Extension workers is "to create a better people . . . high-minded, stalwart, courageous and brave. . . ."

Seaman Knapp

"If we begin at the bottom and plant human action upon the rock of high principles, with right cultivation of the soil, right living for the common people, and comforts everywhere . . . the people will lend their support and all civilization will rise higher and higher, and we shall become a beacon light to all the nations of the world."

Seaman Knapp

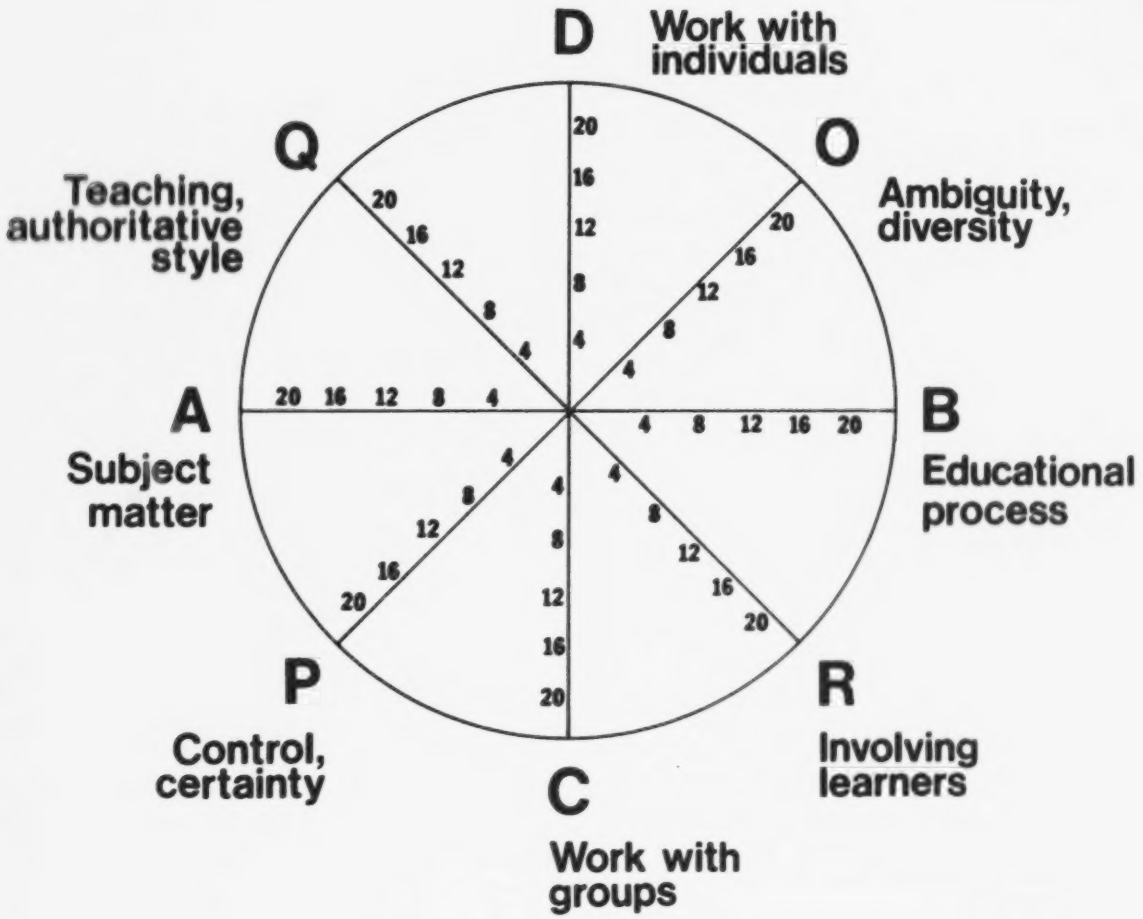
"What makes a nation firm and great and wise, is to have education percolate all through the people. I want to see education in this grand country correspond to the country."

Seaman Knapp

"Your mission is to make a great common people and thus readjust the map of the world."

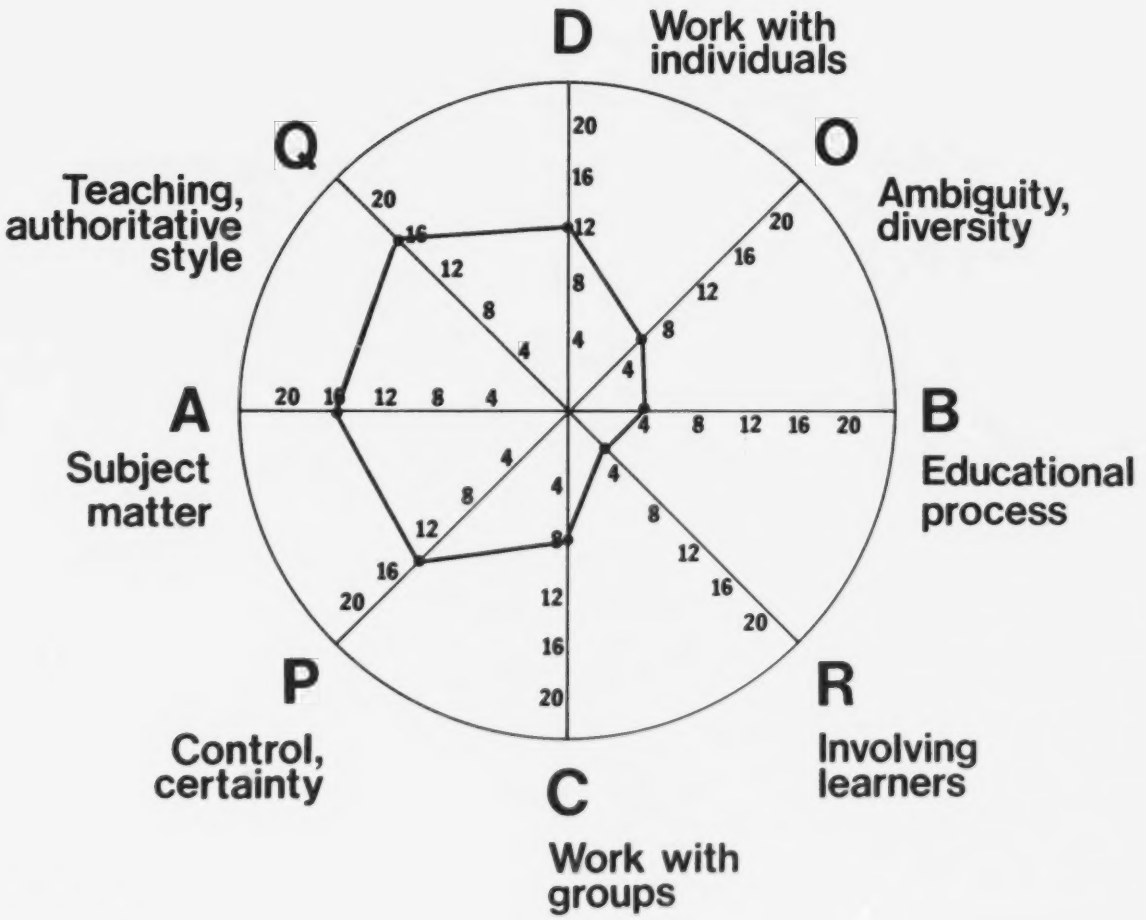
Seaman Knapp

EDUCATIONAL STYLE PROFILE



EDUCATIONAL STYLE PROFILE

SAMPLE 1



EDUCATIONAL STYLE PROFILE

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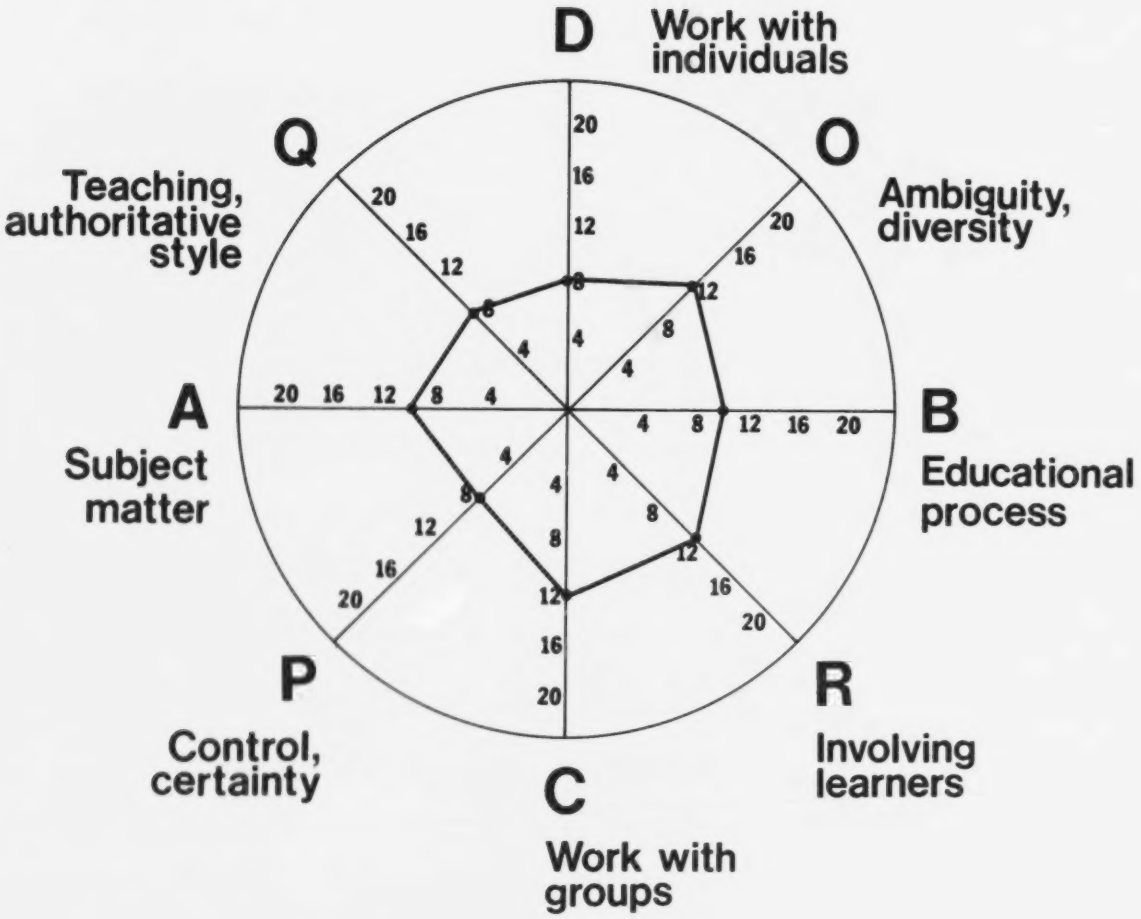
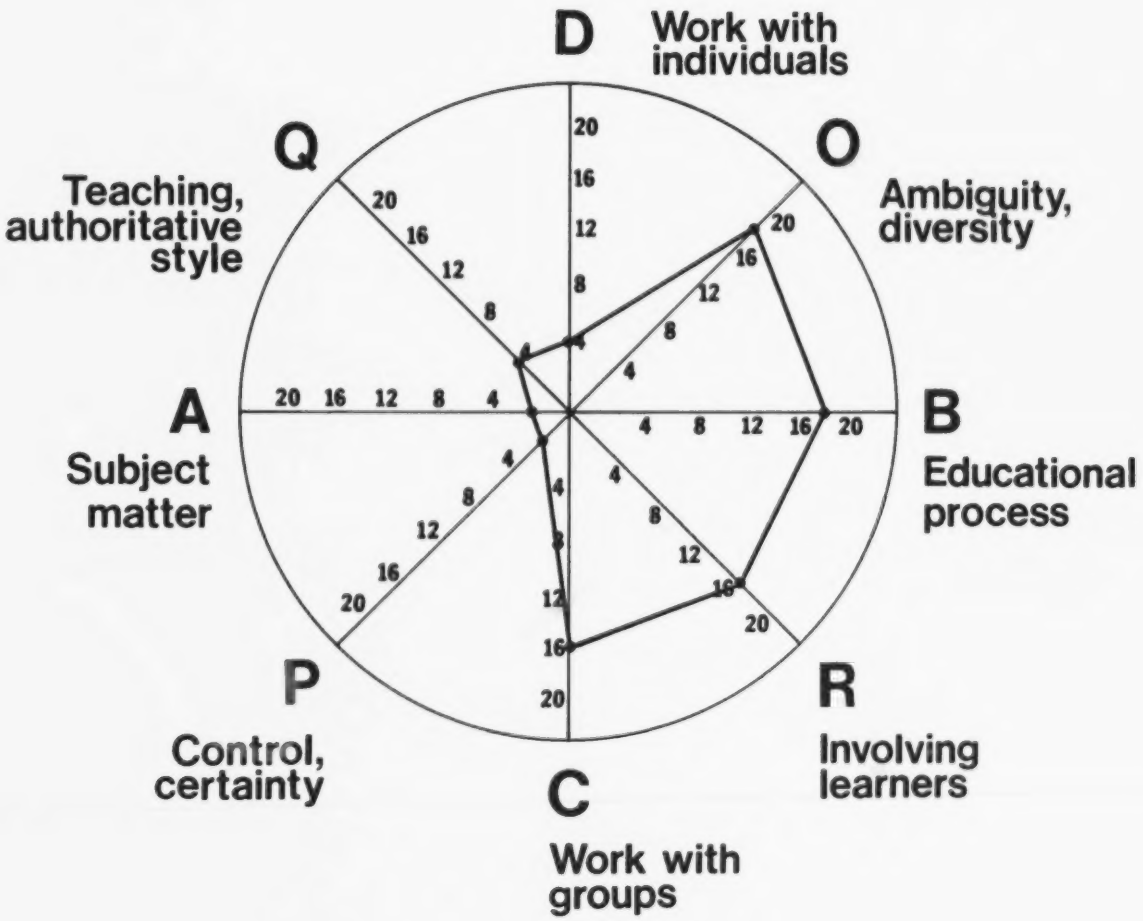
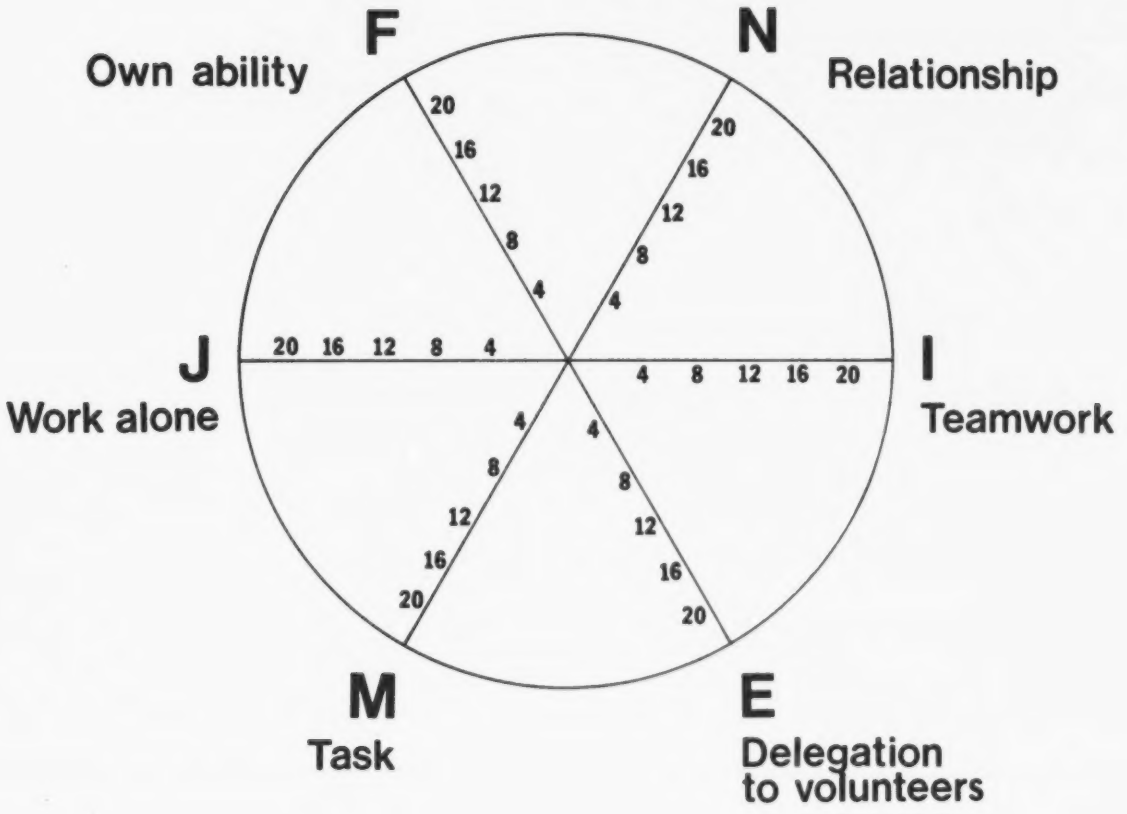


EDUCATIONAL STYLE PROFILE

SAMPLE 3



WORKING WITH OTHERS PROFILE



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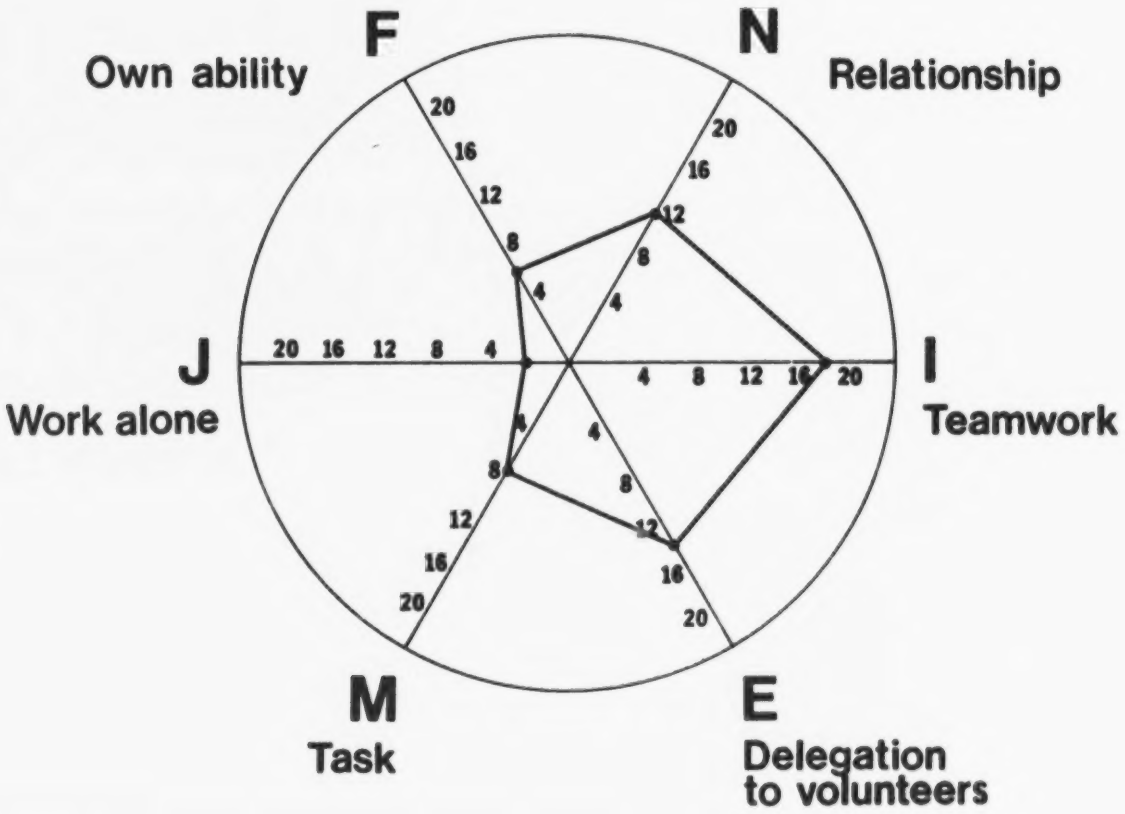

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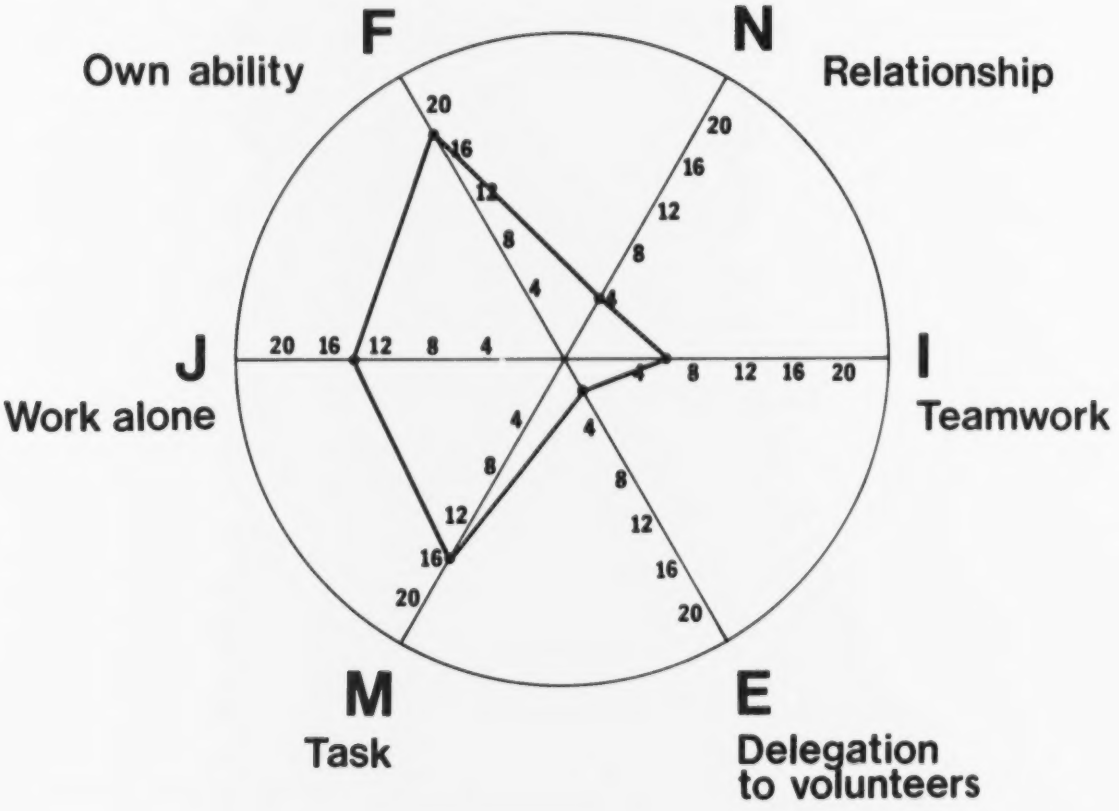

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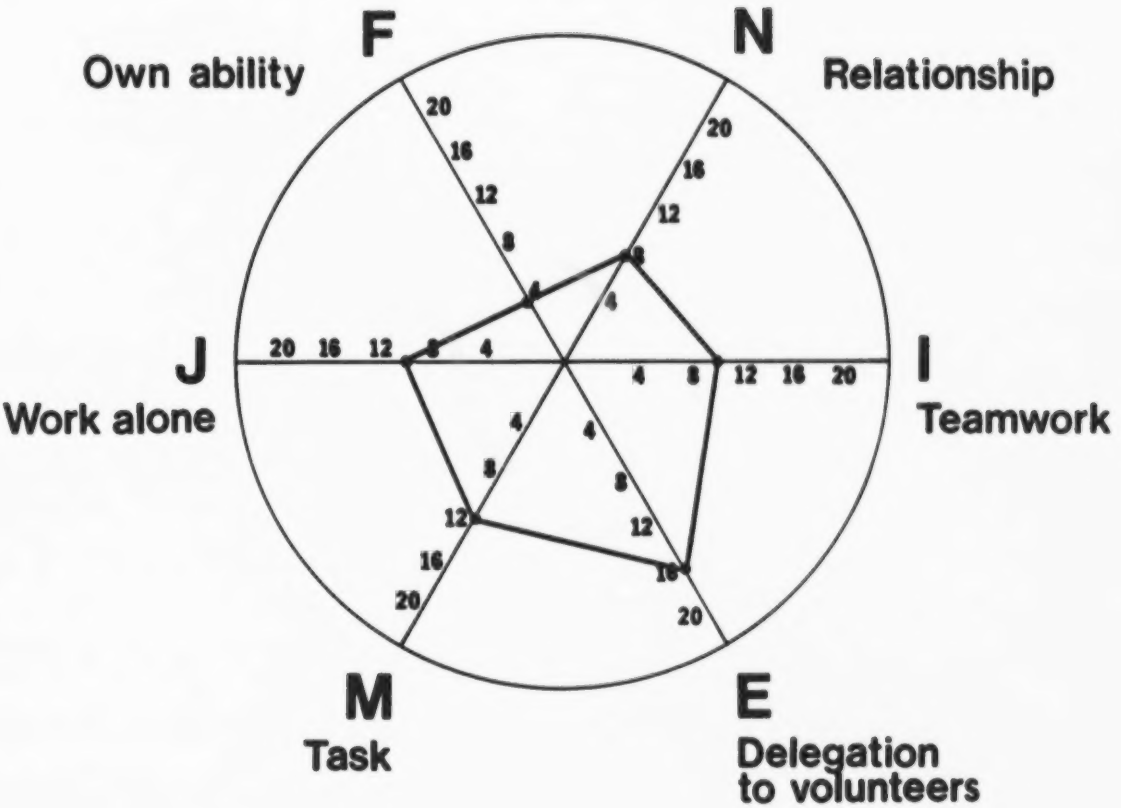
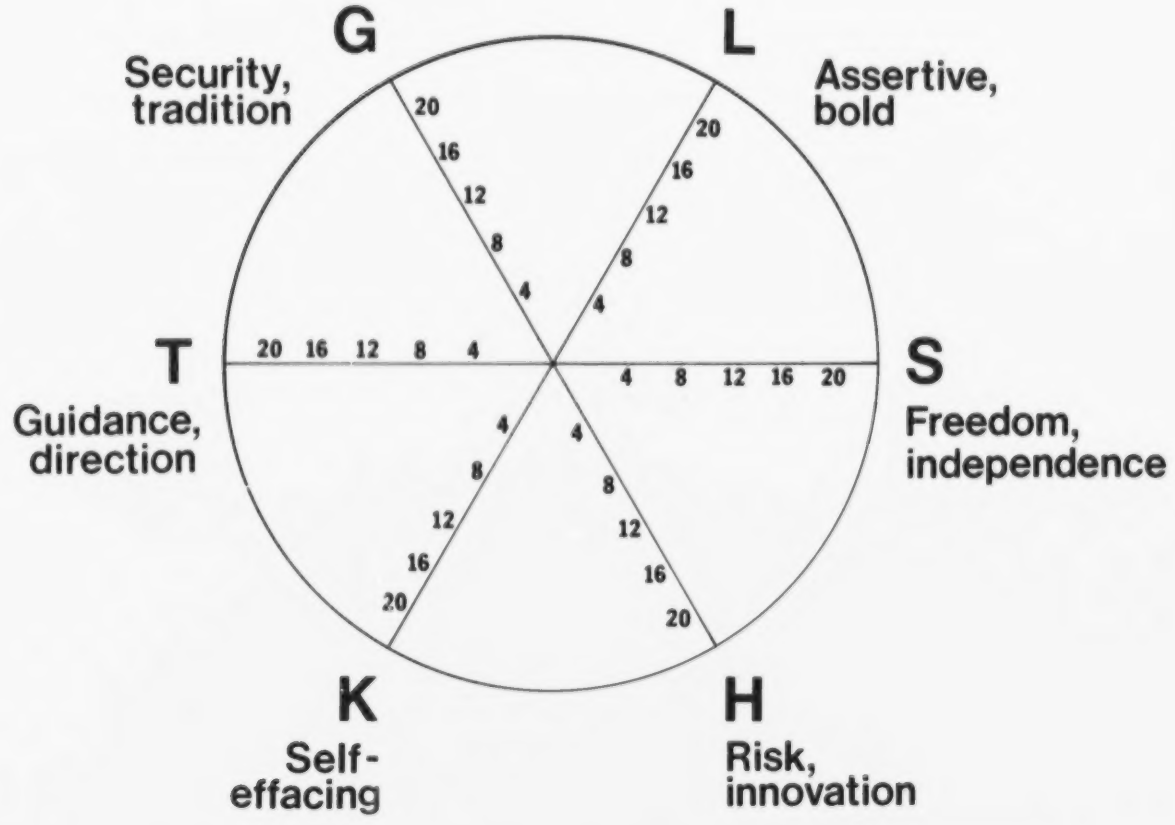


AUTHORITY - SECURITY PROFILE



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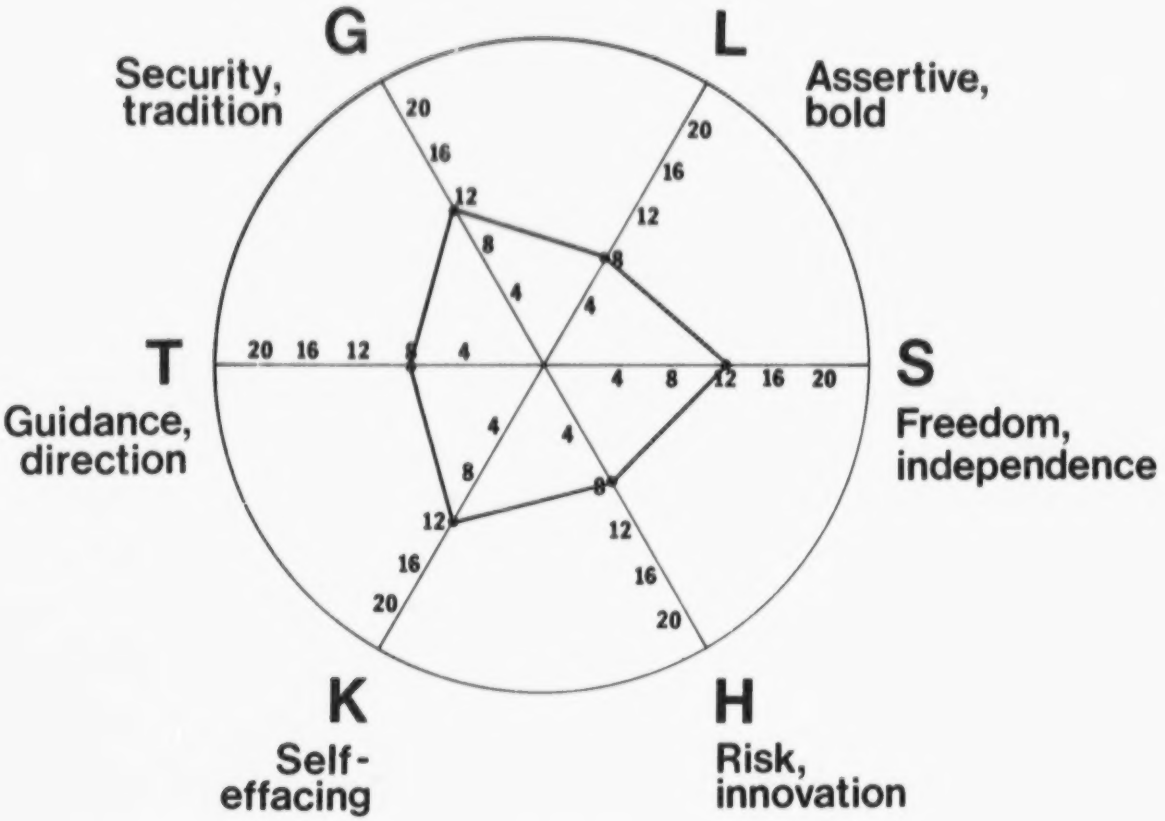

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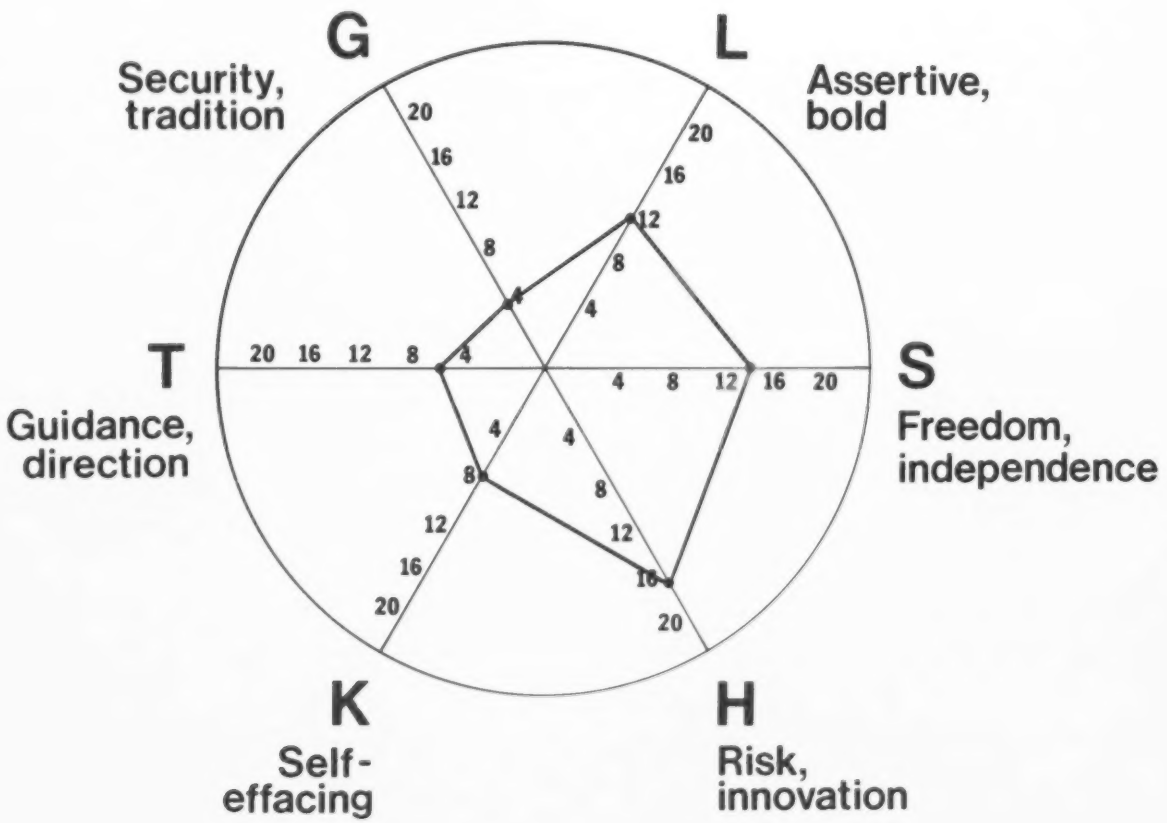

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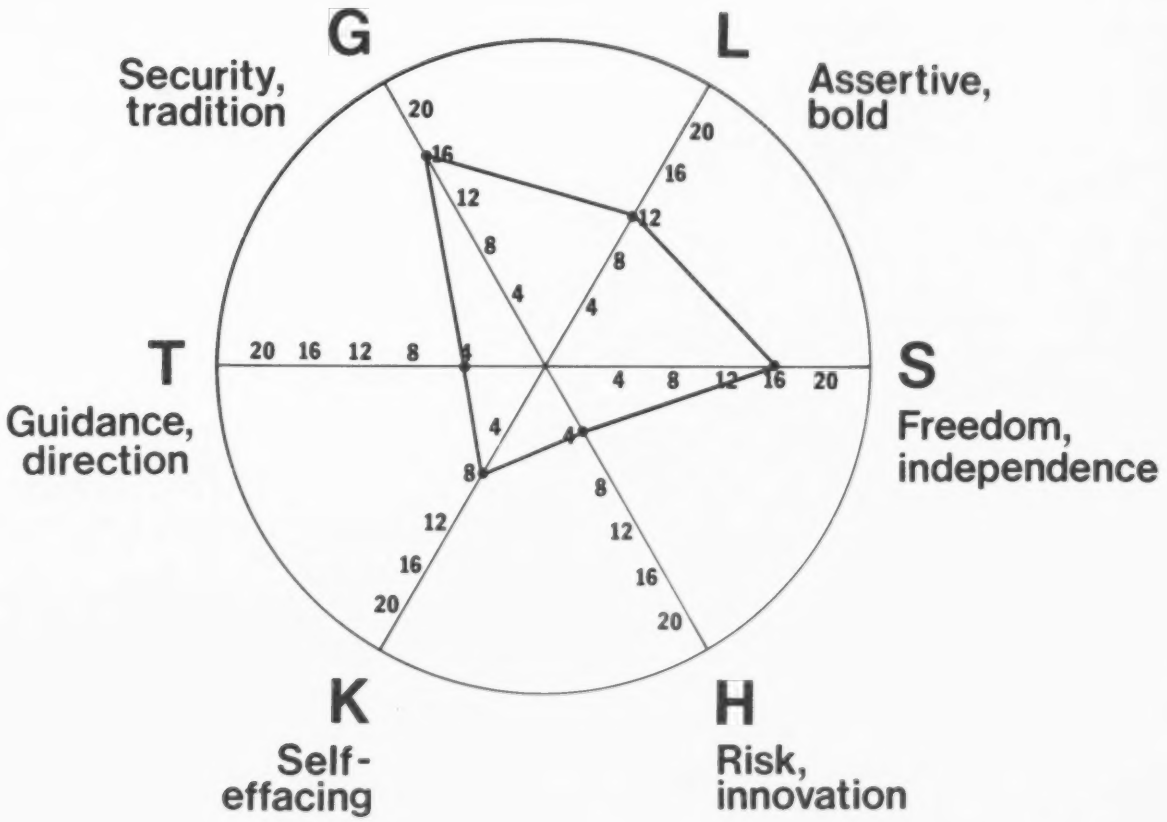
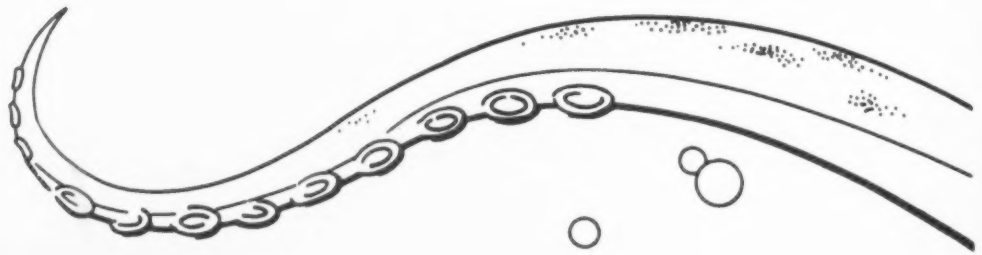


Extension's Mission:



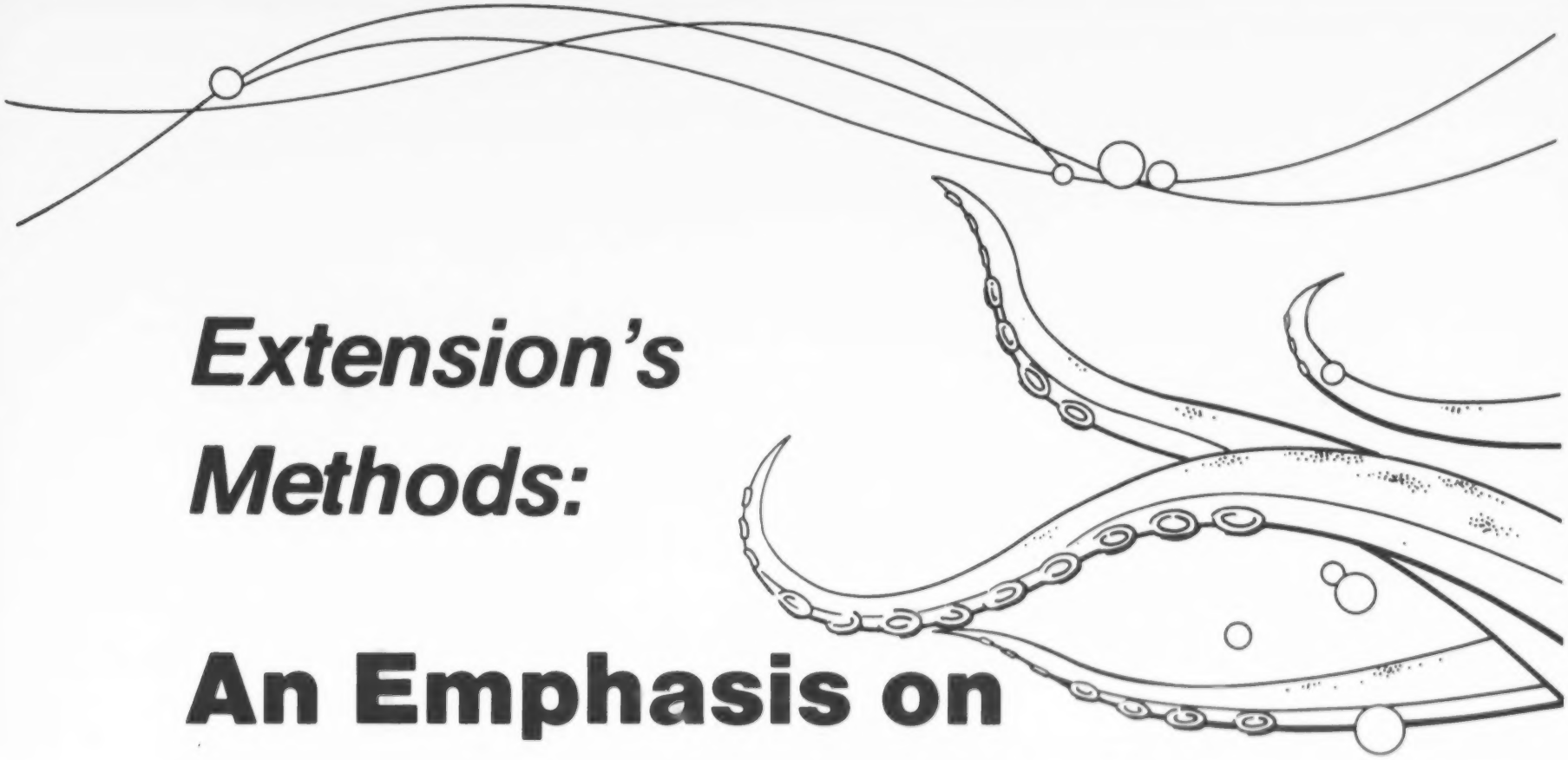
Helping People Help Themselves

Extension's Goal:

Human Development

Extension's Methods:

Encouraging Change in Many Ways



Extension's Methods:

An Emphasis on Working with Groups

Extension's Methods:

Helping Clients Become Volunteers

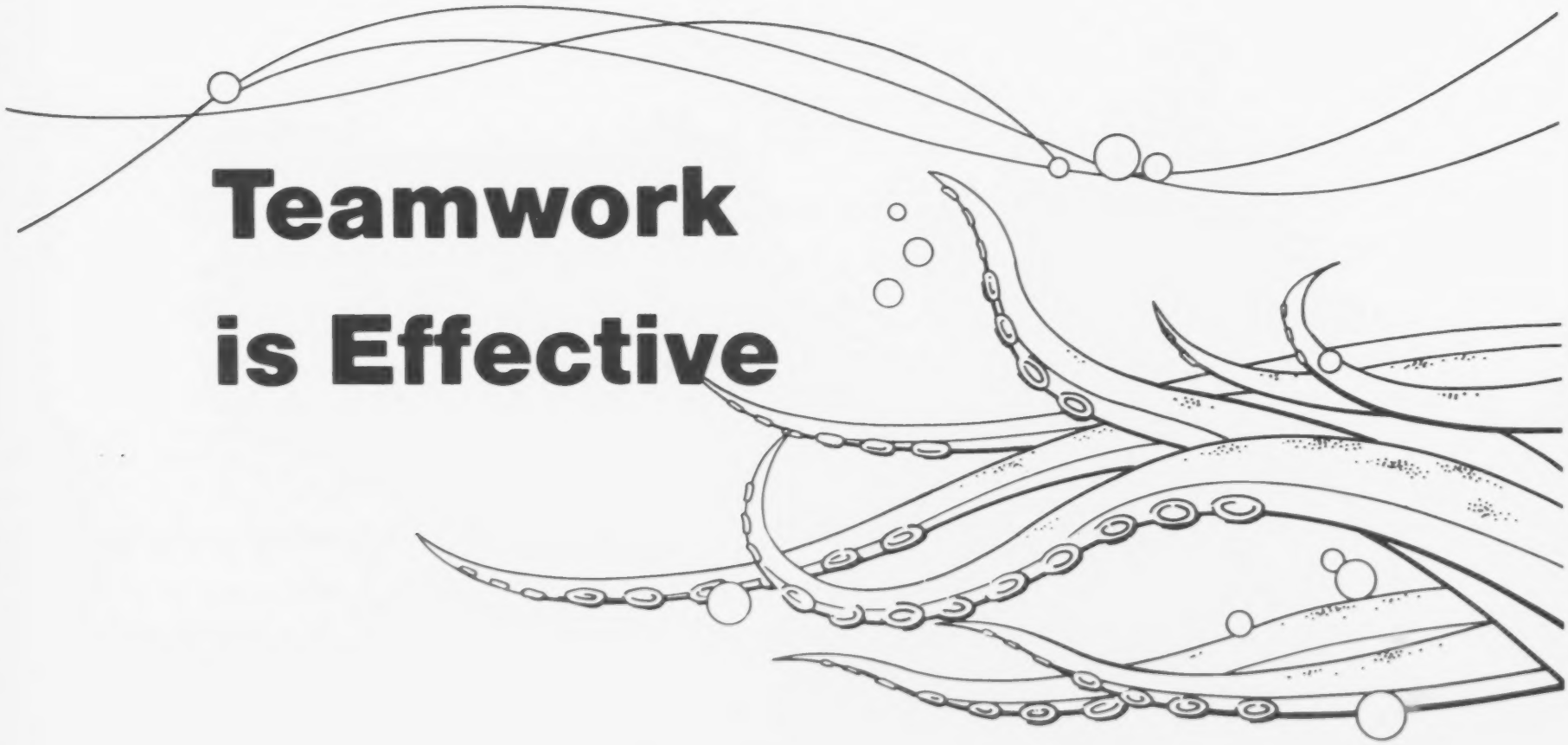
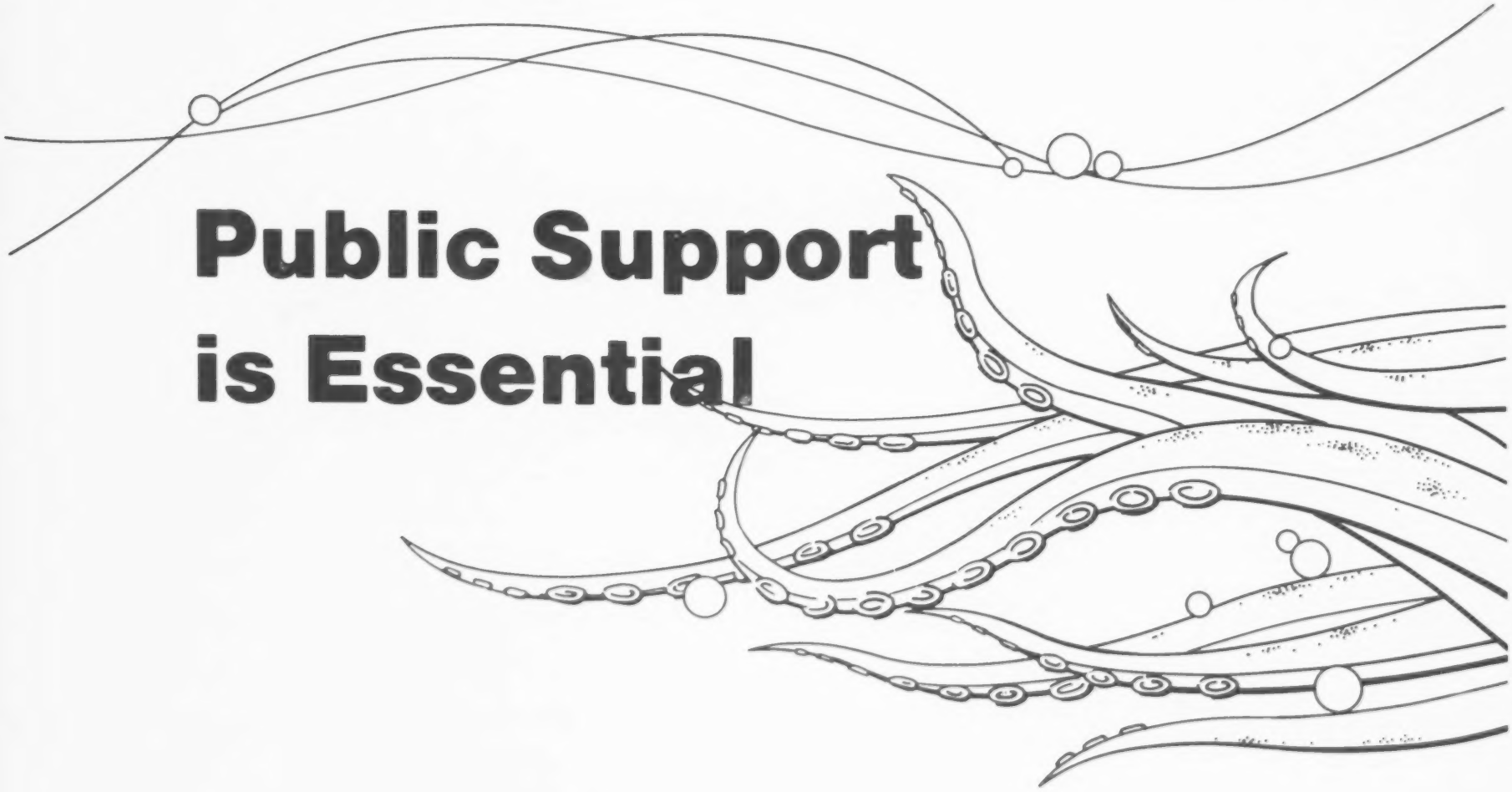
Extension's Organizational Strategies:

Self-review and Taking Risks

Extension's Organizational Strategies:

Involving People Lessens Risk

Teamwork is Effective



Public Support is Essential